

**Annual Report of the  
Congressional Research Service  
of the Library of Congress  
for Fiscal Year 1999**

**to the  
Joint Committee on the Library  
United States Congress**

**Pursuant to  
Section 321  
Public Law 91-510**

**Daniel P. Mulhollan  
Director**

**April 2000**

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## **I. SERVICE TO THE CONGRESS**

Fiscal year 1999 was a milestone for the Congressional Research Service. It marked 85 years of service to the Congress. In order to continue the excellence of service maintained for more than eight decades and to enhance the quality of services in the twenty-first century, CRS announced a comprehensive realignment of resources. Since its establishment in July 1914, the Service has been dedicated to providing support to the policy deliberations of the Congress. Its goal remains to provide reliable research, analysis, and information services that are timely, objective, nonpartisan, and confidential, thereby contributing directly to the vital work of the legislature.

### **CHANGE AND CONTINUITY**

In the current climate of increasingly rapid change in the congressional environment, CRS staff works hard to adjust work processes and products so that effective support is available at the times and in the forms needed by the Congress. Yet CRS is always mindful of the need to preserve, unchanged, the principles that form the core of the mission to provide research, analysis, and information to the Congress.

CRS is the only organization that provides analysis, research, and information to every element of the congressional community, in subject areas relevant to legislation, and in a wide variety of formats tailored to individual needs. During the past fiscal year CRS responded to requests for assistance from every Member office and every full House, Senate, and joint committee.

In February 1999 CRS realigned its staff to improve service to the Congress and set the stage for continued success in the future. The new organizational structure, described more fully in Section V of this annual report, enhances the focus on policy issues, increases collaborative opportunities among experts from different disciplines, streamlines research management, and strengthens direct support for research activities.

### **INDICATORS OF CRS PERFORMANCE AND PRODUCTIVITY**

CRS provided analysis, information, and services to the Congress in FY1999 on nearly 546,000 occasions (see the table below). These included more than 102,000 requests for analysis, information, and research, of which there were approximately 1,700 custom, confidential memoranda; 3,900 responses by telephone; and 2,400 in-person briefings and consultations. There were almost 38,000 requests for copies of specific CRS or other material; 82,000 visits to CRS research centers; and 11,000 participants in CRS seminars and training events.

FY1999 also saw 312,000 uses of CRS electronic (Web site) and telephone automated (Statsline and Fax on Demand) services. This figure reflects more than a 20 percent increase from the same number of electronic and telephone automated services in FY1998 (259,000) and an 84-percent increase from FY1997 (169,000), trends that reflect the increased emphasis CRS has placed on meeting the growing congressional demand for online services.



**Table 1. CRS Products and Services for Congress, FY1999**

| Products and Services  | Total          |
|--|----------------|
| <b>Total Completed Requests and Services Provided</b>                                      | <b>545,663</b> |
| Analysis, information, and research requests <sup>a</sup>                                  | 102,663        |
| Cited material and CRS product requests  | 37,844         |
| Research Center direct requests and self-service   | 82,416         |
| Seminar, institute, and training participants  | 11,142         |
| Client use of CRS electronic services  | 312,164        |
| <b>Custom Products and Services</b>  |                |
| Custom writings prepared   | 1,705          |
| In-person briefings and consultations completed<br>(number of participations by CRS staff) | 2,402          |
| Responses primarily by telephone   | 39,198         |
| Selected materials, database searches, and translations                                    | 58,650         |
| Response time for custom requests (percentage)   |                |
| Same day response  | 48%            |
| Within one week  | 88%            |
| Within one month   | 98%            |
| <b>Congressional Non-custom Products and Services</b>                                      |                |
| Products prepared  | 987            |
| Titles available (year end)  | 3,291          |
| Copies distributed <sup>b</sup>  | 750,000        |
| New entries placed in CRS information systems  | 24,086         |
| Seminars, institutes, training (number of events)  | 356            |
| <b>Congressional Offices Served by CRS (Percentage of Total)</b>                           |                |
| Members  | 100%           |
| Committees   | 100%           |

Source: ISIS and other CRS data.

a. Data include some requests that are not identified in "Custom Products and Services."

b. Due to incomplete data at the time this report was prepared, this figure is a projection based on first-quarter data.

About 73 percent of total requests and services were provided immediately. These immediate services by definition include research center direct requests and self-service, Product Distribution Center walk-in requests, and client use of CRS automated services. The CRS Web site and the fax-on-demand service allow CRS issue briefs and CRS reports to be obtained 24 hours a day by the Congress.

## **OUTLINE OF THIS REPORT**

CRS continues to maintain the breadth and depth of issue coverage required by the Congress and to provide timely and responsive service. The remainder of this report describes CRS activities during FY1999 to serve the Congress as well as efforts to streamline operations. Selective major initiatives and special projects are noted, as are division activities, work on key policy issues before the Congress, progress on human resources issues, and improvements in information technology.

## II. FY1999 HIGHLIGHTS IN LEGISLATIVE SUPPORT

CRS assistance to the Congress ranged from tailored responses, including confidential memoranda and individual staff briefings and consultations, to telephone replies and prepared products such as reports, issue briefs, info packs, and congressional distribution memoranda; and from online information, including electronic access to briefing books, products and services, to reference and information support including side-by-side bill comparisons and public policy seminars or institutes.

FY1999 research support described below, organized by CRS divisions, underscores the depth and range of assistance provided to the Congress.

### DOMESTIC SOCIAL POLICY

Social policy analysts closely supported the Congress as it considered controversial and complex legislation on several domestic fronts. Major areas of support in FY1999 included the following.

*Elementary and Secondary Education.* As the Congress considered reauthorization of the Elementary and Secondary Education Act (ESEA) and the Goals 2000: Educate America Act, early debate focused on efforts to increase the authority of state and local grantees over the use of federal assistance, teacher quality and quantity, and ways to improve effectiveness of major programs of aid to the disadvantaged, such as Title I of the ESEA. CRS analysts assisted during congressional consideration of these issues from support for hearings to initial development of legislative options and analyses of the impact of alternative proposals. Support included weekly and often daily meetings over the course of several months as a bipartisan group of House committee staff drafted an ESEA bill for markup. At the request of committee staff, CRS held a series of twelve 90-minute briefings on current programs and relevant issues for both Senate and House committee and Member staff. Analysts prepared quantitative analyses of the effects of different options on the distribution of funds among states and school districts. This work included analysis of data and also development of new databases.

*Gun Control.* Analysts provided briefings and prepared side-by-side comparisons of various proposals calling for background checks for all firearm transfers at gun shows, safety locks with handguns, and controls on assault weapons and ammunition clips.

*Immigration.* CRS analysts assisted Members and committees formulate legislative proposals and prepare for hearings and markup on a variety of issues, including the reorganization of the Immigration and Naturalization Service and the temporary admission of aliens working as H-1B professionals and H-2A agricultural workers. Analysts provided assistance on the resettlement of Kosovar refugees and Central Americans displaced by Hurricane Mitch. Other areas where CRS was requested to provide analysis were border management, the administrative interpretation of alien eligibility provisions in the 1996 welfare law, legislation to bar former Nazi persecutors from



receiving public benefits, past and current proposals to identify people who are in the United States illegally, and the status of foreign students.

*Juvenile Justice Reauthorization.* The Congress turned its attention to juvenile justice legislation as a series of incidents involving school violence heightened congressional and public concern. CRS policy analysts provided seminars, briefings, close legislative support, and side-by-side comparisons of major juvenile justice bills. Information research specialists responded to numerous questions on juvenile crime, compiled juvenile arrest statistics, and prepared a detailed chronology of events in the Columbine High School shooting incident.

*Medicare/Health Care Reform.* Proposals to reform managed health care were high on the congressional agenda for much of the year. Several CRS health teams, led by analysts specializing in Medicare reform, prescription drugs, and patient protection, were formed to examine congressional concerns including Medicare, Medicaid, long-term care, and the effects of the balanced budget act on these programs. CRS attorneys and specialists provided briefings, support through hearings, committee consideration, floor debate, and side-by-side comparison of patient protection bills. CRS assisted with congressional proposals to review privacy of comprehensive medical records. Comparative tables created a basic road map to the multiple provisions of these omnibus bills. The Service also analyzed the right to sue and proposals for new grievance and appeals procedures, which were among the most controversial in the debate over managed care reform, and prepared estimates of prescription drug use and expenses. Information research specialists responded to queries concerning the proposed Medicare prescription drug benefits and other requests concerning medicine. Attorneys and analysts provided legal assistance during consideration of the Nursing Home Resident Protection amendments of 1999 and addressed the authority of the Department of Health and Human Services to recoup funds relating to the Medicaid program from the state settlement agreements with tobacco companies and issues relating to waivers and children with special needs.

*Social Security, Federal Retirement, and Pensions.* At numerous hearings regarding Social Security reform measures CRS specialists supported House and Senate committees by testifying on Social Security's long-range financial problems, by developing computer models to compare future benefits levels under various proposals to reform the program, and by analyzing proposals to use budget surpluses to bolster Social Security or to finance individual accounts. CRS specialists also assisted as the Congress considered measures to simplify and expand pension coverage of small private employers, addressed problems arising from large employers converting their traditional pension plans to "cash balance" plans, and expanded opportunities for individual retirement saving.

*Welfare and Related Child and Family Issues.* During FY1999 the Congress continued oversight of the 1996 welfare reform law and considered several related initiatives, including reauthorization of welfare-to-work grants, child support enforcement, and expansion of independent living services for older foster children. CRS analysts provided assistance to House and Senate committees in the development of legislation as well as preparation and review of markup and other committee documents. Analysts testified at three separate hearings on child care and child welfare, and they conducted numerous briefings on welfare and related issues. The CRS welfare team continued the development and expansion of its database containing quantitative and qualitative information on state welfare and child care programs. Analysts also developed a benefit simulation



computer model to analyze the interaction of child care grant and tax subsidies, showing the combined effect of these subsidies on a hypothetical family.

*Work Incentives.* CRS policy analysts assisted several committees as they prepared reports on bills to provide work incentives for disabled beneficiaries of Social Security Disability Insurance (SSDI) and Supplemental Security Income (SSI) as well as bills to reauthorize the Older Americans Act.

## **FOREIGN AFFAIRS, DEFENSE, AND TRADE**

Foreign policy, defense, and trade analysts assisted the Congress on regional and global issues, international economics, and U.S. defense concerns, as follows.

*Africa.* CRS provided support for hearings and products on a broad array of African topics, such as the effectiveness of aid to Africa, the conflict in the Democratic Republic of the Congo, and the African Development Bank, the last a subject of considerable attention during the foreign operations appropriations process. The Congress expressed strong interest in developing measures to increase trade with Africa and to promote African economic development through investment and economic assistance. The Service also supported congressional delegations to the region.

*Ambassador Nominations.* CRS foreign affairs specialists prepared almost 60 sets of background memoranda and hearing questions for nominations of ambassadors and other administration officials, often with short deadlines.

*Brazil and Ecuador.* The economic turmoil sweeping the globe seriously affected these two Latin American countries. CRS updated an overview of Brazil's economic situation and prepared a memorandum on Ecuador's Brady Bond default.

*China.* CRS legal, analytical, and information assistance ensured coverage of issues before the Congress pertaining to China: suspected acquisition of U.S. nuclear weapons data, possible missile technology acquisitions, U.S.-China trade relations, China's possible accession into the World Trade Organization, its changing economic and political conditions, human rights, the U.S.-China summit, U.S.-China military ties, the reversion of Macau, suppression of the Falun Gong movement, and China Ocean Shipping Company activities at Long Beach. The Congress also called upon CRS analysts as it addressed China's relations with Taiwan.

*Cuba.* The Service contributed to the formulation of legislation on U.S. restrictions on travel to Cuba, answered congressional questions on the political and economic situation in Cuba, responded to legislative initiatives on U.S. policy toward Cuba, and supported congressional delegations to that country.

*Defense Policy and Budget.* Policy analysts addressed budget priorities, medical care costs, military intelligence and law enforcement, base closings, acquisition reform, budget process procedures, U.S. cost of the Kosovo military operation, and long-term defense policy. Other support included total defense budget savings due to lower-than-planned rates of inflation since fiscal year



1994, and potential problems of intermingling military intelligence systems and priorities with civilian law enforcement efforts to curtail the threats of terrorism, narcotics, smuggling, and other transnational issues.

*Drug Policy.* Congressional interest in international drug issues again centered on drug certification in general as a tool of foreign policy and the specific issues of certification for Columbia and Mexico. Other topics included the problem of illegal narcotics in Columbia and U.S.-Colombian relations, Cuba's role in Western Hemisphere drug trafficking, and North Korean drug trade.

*Foreign Policy Budget and Foreign Aid Issues.* The Service covered the foreign policy budget, foreign aid, and administration efforts to implement the reorganization of U.S. foreign policy agencies. Other support was on issues such as providing additional funds for African development assistance, funding for Russia and the former Soviet Union, U.S. contributions to the multinational banks, U.S. participation in debt relief initiatives for developing countries, and expanding targeted international broadcasting.

*Former Soviet Union.* To support hearings and other congressional activities, CRS specialists covered the political situation in the Former Soviet Union, the issue of presidential succession in Russia, the direction of U.S. aid, the significance of capital flight, and the status of its nuclear weapons.

*Human Rights and Humanitarian Issues.* CRS analyzed the plight of refugees and the issue of refugee assistance, international trafficking in women and children, and international child labor. Other issues included the HIV/AIDS situation, especially in Africa, and human rights in Colombia.

*Hurricanes in South America.* Honduras and Nicaragua, which had been undergoing promising political and economic changes, were devastated by Hurricane Mitch in October 1998, raising major congressional questions related to humanitarian relief and economic recovery. The Service responded by preparing a comprehensive report on the effects of the hurricane disaster on South America.

*India and Pakistan.* Following India and Pakistan's nuclear tests in 1998 and hostilities along the Indo-Pakistani border in 1999, CRS provided continued support on Indian and Pakistani nuclear weapons and missile proliferation and related arms control issues, both anticipatory reports as well as reports in response to requests for analysis. Other reports addressed the flare-up of fighting in disputed Kashmir, democratization, human rights, economic reforms and developments in South Asia, and the 1999 Indian parliamentary elections.

*International Crime.* Analysts answered questions from the Congress and prepared a report on the international role of organized crime in Russia and trends in international organized crime.

*International Finance.* CRS continued to provide information and analysis on the global financial turmoil and its economic and political effects as Asian economies began recovery and the focus shifted from containing the crisis to reforming the international financial system and the International Monetary Fund. Several analysts responded to congressional interest in the issue of transparency in the decision-making of international financial organizations. Other topics were the



European Monetary Union, the exchange stabilization fund of the U.S. Treasury Department, and multilateral development bank issues for the 106<sup>th</sup> Congress.

*Indonesia and East Timor.* CRS analysts provided timely and continuous support for the Congress as the East Timorese voted for independence, Indonesia-backed paramilitary groups instituted widespread violence and terror against the East Timorese, and a United Nations-sponsored international peacekeeping force was dispatched to restore order. The Service also covered Indonesia's struggle to recover from the Asian financial crisis and parliamentary elections intended to form its first civilian government in three decades.

*Japan.* Issues related to Japan included U.S.-Japan relations; U.S.-Japan trade; Japan's political situation, security outlook, financial deregulation; and U.S. initiatives concerning imports of sensitive products, such as steel, from Japan.

*Kosovo.* When NATO began its air campaign, Operation Allied Force, against the Federal Republic of Yugoslavia in late March 1999, CRS organized a task force to ensure full coverage and produced daily situation reports on the CRS Web site reviewing military developments in Kosovo, Serbia, and the region; refugees and humanitarian aid; administration policy; congressional action; public opinion; and foreign reaction. This Web site was updated each morning during the crisis situation, with cross-linking to current and historical CRS products. Service reporting on the conflict included political and military options, missile stocks and force readiness, the peacekeeping force, reconstruction efforts, and political stability in Serbia. At short notice CRS prepared a detailed memorandum for a committee interested in the implications of a possible declaration of war or invocation of the War Powers Resolution. CRS provided testimony for hearings on all aspects of the conflict as well as support for several congressional delegations to the region. Information research specialists fielded questions on Yugoslavia's withdrawal, as well as on benefits and medical care for veterans and active duty military personnel.

*Mexico.* The Congress addressed relations with Mexico, particularly drug traffic issues. Assistance included a seminar and several reports on drug certification and background materials prepared for the U.S.-Mexico interparliamentary meetings as well as CRS representation on the congressional delegation to Mexico.

*Middle East Peace Process.* The year was marked by major political changes affecting Israel, Jordan, and other countries. Analysts kept the Congress informed on these changes and their impact on the Middle East peace process. CRS sent a representative to accompany a congressional staff delegation to four Middle Eastern countries to examine peace process issues and to meet with Palestinian officials.

*Military Manpower Management.* The Congress called on CRS policy analysts to review sensitive POW/MIA information, explore complex issues such as the military pay raise, and cover the debate over military recruiting and retention problems leading to the repeal of the Military Retirement Reform Act of 1986 and the prospective cuts in military retirement benefits that Act enacted.



*Missile Defense.* Analysts supported debates on national missile defense, theater missile defense, and policy implications of renegotiating the Anti-Ballistic Missile Treaty with Russia.

*North and South Korea.* CRS provided information and analysis on the North Korean military threat, provocations, and its nuclear weapons program. Analysts also covered South Korea's "sunshine policy" (opening North Korea) and its political context, South Korea's economic prospects, and U.S.-South Korean relations and trade.

*Northern Ireland.* In response to longstanding congressional interest in Northern Ireland, CRS analysts tracked implementation of the peace agreement and obstacles to its full implementation and supported a congressional delegation to the region.

*Nuclear Security.* The Congress continued to look at ways of protecting the United States and its interests from the threat of weapons of mass destruction. One example was the Department of Defense policy to immunize all troops against anthrax when many military constituents thought it should be a voluntary program. The Service also assessed Department of Energy nuclear security organization and management models. An interdivisional group of CRS analysts supported congressional efforts to rewrite the Export Administration Act. This effort included testimony regarding an act to prevent hostile nations from acquiring U.S. technology used to modernize or create weapons of mass destruction. Asian regional analysts complemented the work of proliferation specialists in responding to issues relating to India, Pakistan, and North Korea. Analysts prepared products in response to congressional requests for support on the Comprehensive Test Ban Treaty as well as nuclear weapons security and the restructuring of the Department of Energy's Nuclear Weapons Program.

*Panama.* Congressional interest in Panama heightened with the approach of the handover of the Panama Canal at the end of the year to Panamanian jurisdiction. The Service responded to numerous requests for assistance related to the debates surrounding the approval of the Panama Canal Treaties of 1978. CRS also helped prepare the congressional delegation that visited the canal.

*Persian Gulf Security.* The Congress expressed strong interest in stability and security in the Persian Gulf, where both Iraq and Iran are sources of concern. CRS analysts maintained products ensuring coverage of both countries through reports on Iran's attempts to acquire weapons of mass destruction, on the oil-for-food program in Iraq, and on several strategically important countries in or near the Gulf.

*Sanctions.* More than 100 legislative proposals in the 106<sup>th</sup> Congress seek to curtail the use of sanctions, restructure the implementation and administration of such a policy, or bar some aspects of U.S. foreign relations from sanctions regimes. CRS analysts in three divisions worked together to address country-specific legislation, the exemption of agricultural commodities and medicines from sanctions, and sanctions reform proposals. Seminars and workshops took into account sanctions policy against Iraq, Serbia, Montenegro, and countries engaged in international drug trafficking as well as foreign policy alternatives to sanctions.



*Terrorism.* The organization and coordination of anti-terrorist policy remained a concern of the Congress. Congressional interest in terrorism in the Middle East led to the decision to update annually a report surveying Middle Eastern terrorist groups and their state sponsors.

*Trade.* Support for committees focused on topics such as the Caribbean Basin Initiative, the Trade Adjustment Assistance program for firms, trade with developing countries, pros and cons of fast-track negotiating authority for U.S. trade interests, U.S.-European Union trade initiatives, and intellectual property agreements. CRS analysts participated as the Congress considered the trade deficit, the trade effects of the Asian financial crisis, African trade preference bills, world trade zones, and issues addressed at the Asia Pacific Economic Cooperation Summit in New Zealand.

*United Nations.* CRS analyzed implications of the United Nations dues arrearage payment and prepared several products delineating congressional concerns.

*U.S. Armed Forces.* CRS analyzed the issues imbedded in the Defense Authorization and Defense Appropriations bills and explored new concepts such as a National Fleet and the Coast Guard's Integrated Deepwater System. The Service tracked and responded to a House committee that proposed cuts in the U.S. Air Force program to field a new fighter aircraft, the F-22 Raptor. Analysts also covered the role of the U.S. military in peacekeeping and military interventions.

## GOVERNMENT AND FINANCE

*Banking and Financial Services.* Analysts provided ongoing support to the Congress on the major financial services legislation under development in FY1999. Reports and studies of individual issues addressed provisions in the Glass-Steagall Act separating banking and securities activities, the Savings Association Insurance Fund and its Special Reserve, the authority of the Comptroller of the Currency to authorize new activities for national banks, and the Community Reinvestment Act. Other studies addressed the year 2000 problem in banking and securities markets, regulatory relief proposals for banks and thrifts, and reauthorization of the Community Development Financial Institutions Fund. As the Congress continued more than 20 years of legislative debate over major financial services legislation proposed in the Gramm-Leach-Bliley Act, CRS worked throughout the year to provide briefings on the multifaceted legislation and update written products. CRS economists and lawyers worked together to provide bill comparisons and analyses at key stages of the legislative process.

*Border Management.* CRS analysts assisted House committee staffs with a variety of historical, fiscal, and managerial resources in support of hearings exploring better coordination and cooperation among federal border management agencies, especially the U.S. Customs Service and the U.S. Immigration and Naturalization Service. Among other legislative proposals, committees considered issues such as better interagency exchange of information, improved antiterrorism efforts, more effective interdiction of illegal immigration and illicit drug trafficking, and alternative headquarters alignment and field organizations.

*Campaign Finance Reform.* Proposals to reform election campaign finance continued to command the attention of the Congress, as both the House and Senate considered relevant legislation.



CRS analysts assisted Members and committees with information, in-person consultations and close legislative support, procedural strategy, and discussion of amendments considered in House and Senate deliberations.

*Congressional Apportionment.* CRS analysts assisted Member and committee staff in assessing the impact on individual states of using adjusted or unadjusted year 2000 census population totals for reapportioning House of Representatives seats among the states, as well as the impact on the redistricting process within the states.

*Congressional Operations Support.* At the request of House leadership, CRS planned and produced a three-day workshop on oversight for congressional staff that resulted in an updated congressional oversight manual, a video for broadcast on the congressional cable network, and a committee print of the proceedings. Throughout the year CRS analysts and attorneys responded to a variety of questions on congressional powers, rules governing the House and Senate, and constitutional separation of powers. CRS analysts addressed procedural issues; administrative activities of Member, leadership, and support offices; regulations governing official foreign travel by Members and staff; and Members' pay allowances. Procedures experts continued to offer and refine the CRS extensive program of institutes and other presentations on legislative procedure and organization, with enhanced coverage of leadership and committee structures.

*Customs Service Funding and Management.* CRS analysts developed a series of questions to assist House committee staff in a probe of alleged mismanagement and corruption involving the Customs Service. Comparisons were made between funding allocations proposed in the FY1999 budget and those of previous years, with a view to monitoring Customs Service strategic and annual performance plans prepared pursuant to the Government Performance and Results Act.

*Decennial Census Monitoring.* In preparation for the decennial census to be undertaken in the year 2000, CRS responded to a variety of questions about Bureau of the Census appropriations and the implications of census results for congressional redistricting.

*Disaster Relief.* The Service was in frequent consultation with Members whose states and districts were affected by Hurricane Floyd in September 1999. Analysts provided detailed analyses of various federal disaster programs and benefits available to affected areas as well as assessments of proposed federal hazard mitigation policies.

*District of Columbia Governance.* Analysts prepared assessments of District of Columbia appropriations proposals for FY1999 and provided support to the relevant appropriations committees in the House and Senate as they prepared for hearings. They also reported on the restoration of management responsibilities to the D.C. Government and prepared a comprehensive study on relations between the Congress and the D.C. Board of Education.

*Economic Conditions.* CRS continued its series of semi-annual seminars for congressional staff on the economy. Economists prepared analyses on, among other topics, the interaction between inflation and the minimum wage, the accuracy of budget-related economic forecasts, trends in



productivity growth during the current expansion, the implications of declines in the U.S. household savings rate, and the potential for adverse economic effects stemming from the Y2K problem.

*Federal Employee Pay.* During FY1999 CRS staff prepared policy analyses relative to a number of federal pay issues under congressional consideration: firefighter compensation, customs personnel overtime pay, locality pay, and federal pay adjustments since enactment of the Federal Employees Pay Comparability Act of 1990.

*Federalism.* CRS analysts assisted Member and committee staff in developing various alternatives to the President's proposed new federalism executive order. A number of these approaches were incorporated in the revised order eventually promulgated by the President in August 1999. CRS also evaluated Unfunded Mandates Reform Act procedures and policies and examined proposals to restrict federal legislation preempting state authority.

*Government Operations.* Questions on government finance addressed by CRS economists pertained to implications of the projected budget surplus, the federal debt, and federal credit subsidies. CRS staff assisted with questions on government management by assessing a proposal to separate the Office of Management and Budget (OMB) into an Office of Management and an Office of Budget. Analysts also provided ongoing support as the Congress considered issues pertaining to government regulation of business, including proposed major regulations under the recently enacted Congressional Review Act. CRS assisted at oversight hearings and with analysis of reform proposals to restructure the inspector general offices in more than 60 federal entities.

*Monetary Policy.* CRS staff continued to track the interaction of monetary policy and the economy; issues associated with proposals to change the Federal Reserve System's policy mandate to one focusing only on price stability; the potential implications for domestic monetary policy of proposals that other nations adopt the dollar as their legal currency; and the possibility that the U.S. economy might experience either deflation or inflation.

*Performance Measurement.* In accordance with the Government Performance and Results Act of 1993, the Congress asked CRS analysts to prepare a comprehensive compilation and analysis of performance measurement provisions appearing in public laws and associated congressional committee reports produced by the 105<sup>th</sup> Congress. Several House offices subsequently made the study available electronically on their Web sites.

*Presidential Directives.* Congressional attention to presidential directives resulted in requests for CRS assistance in two areas. One was assessment of the legal authority for executive orders, techniques for changing their effects, and examples of such precedents. The other was assistance with constituent concerns about particular directives and their alleged potential for usurping state or local government authority and individual rights.

*Taxation.* CRS economists prepared assessments of a range of tax issues, including specific provisions proposed in President Clinton's budget for FY2000 and in the proposed Taxpayer Refund and Relief Act of 1999. These tax issues included the marriage tax penalty, the alternative minimum tax, capital gains taxation, tax treatment of savings, expiring tax provisions, estate and gift taxation,

foreign tax credits, excise taxes, and tax preferences for health insurance. CRS also analyzed proposals to restructure the Internal Revenue Service, compared historical levels of the U.S. tax burden, and reviewed various proposed flat tax rates.

## LAW

The Service provided legal assistance on a wide spectrum of public policy issues. CRS attorneys assisted other divisions working on interdisciplinary issues and supported congressional deliberations on the following.

*Administrative Law.* CRS attorneys addressed numerous questions from the Congress on administrative law and procedures pertaining to congressional review of rules, small business burdens and requirements, Regulatory Flexibility Act issues, negotiated rule making, ex parte issues, and judicial review. CRS provided constitutional and statutory analysis at all stages of the development of the law restructuring the Department of Energy and contributed legal analyses covering the Federal Drug Administration's regulatory authority over tobacco.

*Bankruptcy Reform.* The Congress called on CRS for legal advice on proposals to reform bankruptcy legislation and requested staff briefings on discrete bankruptcy issues.

*Census.* CRS assistance on the issue of "sampling" in the year 2000 census included analysis of the House sampling suit decided by the Supreme Court, *House of Representatives v. Department of Commerce* and a report containing a legal overview of the sampling methodology.

*Church versus State.* As the House enacted the Religious Liberty Protection Act, CRS provided the Congress with background information analyzing the implications of the Supreme Court's recent federalism decisions on the Act and assistance during the debate over education vouchers and school choice.

*Civil Rights Law.* Attorneys addressed a number of complex and politically sensitive civil rights issues, including affirmative action, sexual harassment, violence against women, fair housing, governmental drug testing programs, gay rights in the military and in civilian society, and equal rights for women.

*Communications Law.* The Congress considered several communications concerns for which it sought legal advice from the Service: liability issues regarding Y2K as well as federal, state, and local legislative and judicial developments. Other work addressed examination and modification of the Federal Communications Commission's merger review authority, advice on proposals to enhance the deployment of broadband internet access, and legal opinion on the initiative to amend the Satellite Home Viewer Act.

*Constitution Annotated.* Attorneys completed the 1998 cumulative supplement to the *Constitution of the United States of America: Analysis and Interpretation* (Constitution Annotated). The supplement was published as S. Doc 106-8. CRS has been working with the Library's Office



of Information Technology Services to develop an online electronic version of the *Constitution Annotated*, which will be available on the CRS Web site.

*Disability Issues.* Landmark Supreme Court decisions on the Americans with Disabilities Act generated congressional interest in CRS briefings for Members and staff on the implications of these decisions. CRS briefed the Congress and provided written analysis on the Individuals with Disabilities Act, interpretations of the Eleventh Amendment, and constitutional requirements for the education of children with disabilities.

*Education Law.* CRS attorneys were asked for legal opinions on state charter school laws, privacy bills introduced as proposed amendments to the Higher Education Act, and bilingual education. Attorneys prepared memoranda on school vouchers and the possible constitutional issues they raise.

*Election Law.* Attorneys continued to produce and update the Congress on issues related to redistricting, campaign finance reform, and contested elections.

*Energy Law.* As the Congress considered legislation to restructure the electric utility industry, attorneys prepared reports and memoranda analyzing the legal issues and provided briefings for Members and committees.

*Environment and Public Lands.* CRS attorneys responded to new case law limiting how the Congress addresses environmental issues. Reports focused on constitutional law, congressional powers, federalism, preemption, and statutory construction. Issues on public lands and resources included federal grazing rights, wilderness, federal property, mining and mineral leasing, land grants, national conservation areas, rights of way, roads and easements across federal lands, national parks, and federal water rights.

*Family Law.* Attorneys met with Members and staff to discuss rights of minors and parental consent statutes, opening of adoption records, child support, child custody, divorce, termination of parental rights, and Adopted Orphans Citizenship legislation. Legal opinion was also rendered on implementation of the Hague Convention on International Adoption, and international kidnaping.

*First Amendment and Free Speech.* As congressional enactments have been challenged in the courts on constitutional grounds, attorneys addressed questions concerning obscenity, indecency, child pornography, and Internet pornography. Assistance included preparation of analyses of the legal issues and the court decisions.

*Impeachment.* Throughout the debate surrounding the impeachment process, CRS responded to requests concerning the use of censure as an alternative to impeachment, presidential claims of executive privilege, and the inherent congressional contempt authority. CRS attorneys reviewed and reported on staff depositions in congressional investigations and compiled evidentiary rulings and applications of evidentiary principles from previous impeachments. A major seminar on impeachment and censure was offered to Members and staff. An interdivisional team developed a broad range of



products and provided consultation on impeachment and other potential forms of congressional sanctions against executive branch officials.

*Independent Counsel Statute.* As the impeachment process wound down, the Independent counsel statute became a focus of attention. Attorneys updated reports setting out major considerations in the reauthorization decision and wrote a detailed history of the statute's provisions.

*Interstate Compacts.* Attorneys addressed constitutional issues concerning a number of existing or proposed interstate compacts before the Congress for approval. The assistance included analytical memoranda and several briefings for congressional staff.

*Kosovo.* The Service prepared written analyses of Kosovo-related questions on the legality of NATO's intervention under international law and the legal effect on negotiations of declaring Milosevic a war criminal.

*Labor.* CRS work on labor issues focused on how federal law affects employee rights under employer-provided health plans. Attorneys examined ERISA-related health plan issues and ERISA's impact on medical malpractice and negligence claims. Other labor issues included the minimum wage, occupational safety and health, union rights, and family leave rights.

*Law Enforcement.* In response to legislation that would afford greater safeguards to property owners contesting federal seizure of their property allegedly linked to criminal activity, CRS provided legal assistance and updated a report on civil asset forfeiture. Attorneys also informed the Congress on issues pertaining to gun control.

*Native Americans.* CRS attorneys assisted Senators in preparing a brief pertaining to *Rice v. Cayetano*, a case pending before the U.S. Supreme Court. CRS analysts attended several meetings with congressional staff to discuss the complex legal question of whether the Constitution permits Hawaii to hold an election addressing the management of the Hawaiian Homes Commission Act, in which only Native Hawaiians may participate.

*Postal Service.* Throughout the year legislation to regulate sweepstakes mailings generated numerous requests and required preparation of memoranda analyzing and comparing various proposals.

*Privacy.* Attorneys gave legal assistance with medical records privacy issues and organized a series of bipartisan educational briefings for committee staff on the confidentiality of medical information.

*Separation of Powers.* CRS kept the Congress abreast on separation of powers, including the appointments clause, executive privilege, and congressional investigations of the executive branch.

*Taxation.* Attorneys continued to address tax questions, including the Taxpayer Bill of Rights, recent changes in federal estate and gift tax, effects of changes in valuation and taxation of business, and developments in the law pertaining to tax-exempt organizations.

*Vacancies Act.* The Attorney General's designation in December 1997 of an acting Assistant Attorney General for Civil Rights, in apparent violation of the Vacancies Act, precipitated congressional hearings and the introduction of legislation in both Houses to remedy the perceived noncompliance. The new Federal Vacancies Reform Act is the exclusive vehicle for temporarily filling vacant advice and consent positions and provides incentives for the President to make timely nominations for Senate consideration. CRS provided extensive support at all stages of consideration and evaluation of this legislation.

## RESOURCES, SCIENCE, AND INDUSTRY

*Agriculture and Food.* Decreasing farm income and prices for major crops and livestock, severe droughts in several regions of the United States, and declining international markets for U.S. agriculture, particularly in Asia, resulted in continuous congressional activity on food and agriculture issues throughout the year. CRS analysts provided support on agriculture budget and appropriations, the farm economy, animal agriculture issues, disaster assistance, agricultural trade sanctions and embargos, and risk management. They assisted with committee hearings, markups, and floor deliberations on crop insurance, dairy pricing policy, and livestock industry concerns. Six ninety-minute "Agriculture schools" – presentations on topics relating to the legislative agenda such as credit, crop insurance, conservation, and dairy concerns – were designed and conducted by analysts for congressional staff. Agricultural specialists presented seminars, personal briefings, and confidential consultations for Members and staff.

*Appropriations.* At the request of the Congress, the Service assisted the Congress on many issues relating to "environmental riders" relating to Department of the Interior appropriations, many of which affect federal lands and resources and are often controversial. Also related to annual appropriations bills are the trust funds and special funds of the federal land management agencies, which the Congress watches closely. CRS prepared a report and supported congressional efforts to develop bipartisan legislative changes affecting the funding level and formula of the Payments in Lieu of Taxes Program, which in turn is related to Forest Service receipt-sharing payments. CRS also tracked and analyzed proposals related to water project financing, including reauthorization of the Water Resources Development Act and western water projects such as bills to modify the Garrison Diversion Unit and funding for the CAL-FED Bay-Delta program.

*Declining Domestic Oil Production.* Analysts tracked a variety of legislative efforts to assist domestic oil producers, who suffered severely from low world oil prices during 1998 and early 1999. Although prices have rebounded, congressional concern has continued about the future of U.S. oil producers, particularly small independent operators. CRS examined world prices, domestic production trends, and options for assisting domestic producers.

*Department of Energy.* To assist the Congress in evaluating numerous proposals to reorganize or abolish the Department of Energy, the Service maintained a report describing all major DOE programs, their history, and purpose. CRS prepared a report on security issues when allegations surfaced that poor DOE security measures resulted in the loss of key nuclear weapons



design secrets to the People's Republic of China. Subsequently, the FY2000 National Defense Authorization Act, the Congress established a separate nuclear weapons agency within DOE.

*Endangered Species.* Concerns stemming from the Endangered Species Act for which the Service provided support included funding for species reintroduction, such as for wolves and grizzly bears; international efforts, such as for elephants and tigers; protection of the Pacific Salmon, because of the new treaty with Canada to improve joint management of these species; and concern over harmful non-native species. CRS responded to the last issue by preparing a report cataloging the relevant laws and agency programs and identifying many species of concern.

*Energy Appropriations and Energy Issues.* CRS analysts prepared a report on energy and water development appropriations and tracked DOE programs included in the Department of the Interior and related agencies appropriations bill. The Service also supported the Congress by analyzing alcohol fuel tax credits and the production of tritium for nuclear weapons.

*Environmental Policy.* CRS assisted with reauthorization of the nation's principal toxic waste cleanup measure, the Comprehensive Environmental Response, Compensation, and Liability Act (P.L. 96-510), by conducting research, supporting several hearings, assisting Members who were developing bills to amend the law and preparing comparisons of various bills. Other CRS support focused on clean air issues, Environmental Protection Agency regulatory actions, additives in gasoline and possible contamination of drinking water sources, interstate shipment of solid waste, ethanol fuels, and implementation of the Food Quality Protection Act of 1996.

*Federal Aviation Administration Reauthorization.* A number of issues before the Congress related to FAA reauthorization legislation in the House and Senate. CRS analysts assisted as the Congress considered possible changes to the budget treatment of the transportation trust funds, specifically the airport and airway trust fund, as well as the Airport Improvement Program and its expired authority.

*Global Climate Change.* Carbon dioxide from fossil fuel combustion was a major factor in the debate over global climate change, and CRS analyzed various energy-related components of the issue for the Congress during FY1999. Analysts examined international trading of "greenhouse gas" emissions, U.S. responsibilities under the U.N. Framework Convention on Climate Change, the effects of projections of increased coal consumption in China on U.S. policies, and other air emissions issues related to energy use, such as interstate transport of ozone and other pollutants.

*Industry.* Industry analysts supported Members of Congress and staff in their efforts to assist domestic steel manufacturers and to provide uninsured senior citizens with affordable access to prescription drugs. They examined the impact of low oil prices on small domestic oil producers and proposals to provide loan guarantees and other aid to this sector of the oil industry. Analysts also assessed the effects of mergers in the oil industry and the proposed repeal of a tax on diesel fuel used by railroads and inland waterway vessels.

*Lands and Resources.* Throughout the year CRS analysts assisted Members and committees as they developed and evaluated legislative proposals related to lands and resources. When the



Clinton Lands Legacy Initiative proposed substantial funding increases and expanded authorizations, the Congress responded with legislation to allocate Outer Continental Shelf oil and gas revenues to various land and resource programs. CRS assisted by comparing the various bills and explaining the ramifications of bipartisan alternatives. Members asked for information and assistance on how the legislation would alter the Land and Water Conservation Fund and affect the legal authorities governing additional wilderness designations and efforts to preserve national forest roadless areas.

*Restructuring the Electrical Utility Regulatory System.* Restructuring electric utilities continued to be an active issue in FY1999, with both House and Senate committees preparing legislation for markup. CRS prepared analyses of potential effects of restructuring proposals on renewable energy, investigated implications for air quality, and offered research assistance on the Public Utility Holding Company Act. A side-by-side comparison was updated frequently as new proposals were introduced.

*R&D.* Analysts continued to provide the Congress with CRS products and briefings on U.S. R&D in government, industry, and academia. Issue areas included an overall analysis of R&D spending policy; description of various agency and program R&D functions; identification of key, cross-cutting science and technology issues; and analysis of the current status and proposed reorganization of federal and national laboratories, including congressional investigation and oversight of Department of Energy and Department of Defense laboratories. In response to congressional requests, the Service also conducted research on the dispensation of intellectual property from federally funded R&D, prepared a report on federal support for R&D plant facilities, and began research to identify federal programs for support of creative, risky R&D.

*Space Policy.* Analysts provided testimony regarding NASA's space station program and in-depth analysis of the NASA budget, the Triana program, proposed changes in U.S. membership in Intelsat, the Satellite Home Viewer Act, and technical and policy analysis on why six U.S. space launch failures occurred over a nine-month period.

*Technology.* Telecommunications, Internet issues, and computer security were major concerns of the Congress, and CRS assisted the Congress with analysis on the rapidly changing U.S. telecommunications industry, federal telecommunications policy, and the impact of emerging technologies such as broadband technology, a policy focal point of convergence for a range of telecommunications technologies.

*Transportation.* Transportation legislation before the Congress included the Omnibus Consolidated Appropriations Act for FY1999 and the FY2000 Department of Transportation appropriations bill. The Service addressed a number of transportation issues: airline passenger consumer rights, proposals to create a new agency within the Department of Transportation with a focus on truck and bus safety, the reauthorization of the federal railroad safety program, the safety of highway-railroad grade crossings, the problems posed by Y2K for transportation, the dispute with the European Union over older aircraft, rail competition issues, and health and environmental issues related to sulfur in gasoline.

*Water Quality.* CRS assisted the Congress with a range of Administration water quality initiatives, including the Clean Water Action Plan, the United National Strategy for Animal Feeding Operations, and related issues such as restoring the quality of polluted waters and wetlands protection. Analysts also helped with hearings and provided draft documents during oversight of implementation of amendments to the Safe Drinking Water Act of 1996.

*Y2K Computer Problems and National Security.* The Congress requested CRS assistance in determining whether the government and society would be prepared as U.S. computers faced the conversion from 1999 to 2000, including viewing this issue as a global problem with potential implications for U.S. national security. The Service provided Members and staff with expert advice on the year 2000 computer problem, federal encryption policy, the Clinton Administration's Critical Information Infrastructure policy, legislation to increase federal computer science funding, and policies to support development of the U.S. information infrastructure in the twenty-first century. Information research specialists created a Web page of Y2K resources and linked it to the CRS staff page.



### **III. INFORMATION RESEARCH AND INFORMATION RESOURCES SUPPORT**

#### **SUPPORT FOR THE CONGRESS**

CRS librarians and information research specialists worked throughout the year to provide information research on numerous issues including managed health care reform, Medicare, telecommunications, the decennial census, the Asian financial crisis, impeachment, China trade and foreign policy issues, juvenile crime, Holocaust-era assets, the air war against Yugoslavia, and year 2000 computer concerns. These specialists worked closely with analysts on major issues and prepared products in both printed and electronic formats.

Specialists identified electronic resources available through the Internet in response to individual congressional requests and provided demonstrations to Members and staff that highlighted various features and links of the CRS Web site. The CRS Research Centers in House and Senate office buildings spent increasingly more time helping congressional staff negotiate the CRS Web site and other electronic resources. Information research specialists helped develop electronic briefing books for the CRS Web site, with coverage of such topics as taxation, banking, terrorism, the Y2K computer problem, Social Security reform, and health and medicine. Work began on an electronic briefing book on trade.

CRS, working with staff in the Library's Information Technology Services, completed development of a new Web-based collection of CRS products which provides access to descriptive information, document text, and page images for all products. CRS analysts selected the products to include in the collection based on timeliness and relevance to the current legislative agenda. Descriptive information for the products was enhanced to include indexing by keywords and by short title of legislation. Access to the collection on the Web allows searching by any word or phrase or by product number, and browsing by title or broad subject category.

Information resource specialists expanded CRS staff access to electronic resources at the desktop with the acquisition of resources including news wire services and new databases. Staff were trained in the use of these new resources. Staff analyzed the coverage of electronic resources with print journal subscriptions to determine areas for improvement in resource management and undertook a comprehensive subscription review for renewals in the next fiscal year.

CRS staff enhanced coverage of appropriations legislation on the Web site by redesigning the FY2000 appropriations status table and developing a new table with budget authority dollar amounts for each appropriation bill during the budget process. Both budget and appropriations Web pages were updated at frequent intervals, often daily during periods of high activity. The FY2000 budget chronology report was expanded to provide more than 300 links to budget-related products, documents, legislation, and agencies and organizations.

The Congressional Staff Reference Desk on the CRS Web site, which is designed to support various congressional staff functions (constituent caseworkers, press secretaries, schedulers, and speech writers) was continually updated in FY1999. This site offers basic reference tools for



congressional staff such as zip code directories and directories for locating the President's Cabinet and Supreme Court judges; tools for specific staff functions such as casework and grants information; and a comprehensive index of other directories of interest to congressional staff.

The Product Distribution Center (PDC) staff maintained active and updated products, sometimes making updates to as many as 15 info packs a day. The staff continued to respond to inquiries from congressional staff within 24 hours. This year staff implemented the CRS product order e-mail account, which offers congressional users desktop order capability through the CRS Web site. By the end of the fiscal year, more than half of requests received by the PDC were through this e-mail option. Also new this year was the PDC use of new transmittal forms that enable identification for Congress of the CRS staff member who responded to a request. PDC staff gave tours of the PDC to groups of congressional interns following the CRS orientation briefings offered generally twice a week to introduce them to the center, its products, and how to use the self-serve product discharge system.

## **RESEARCH SUPPORT TO CRS STAFF**

Information resource specialists developed and maintained information services in support of CRS staff, including management of three new shared Information Resource Centers announced in January 1999 as part of the CRS realignment effort. One center opened on the third floor at CRS combining the libraries of three divisions of the Service. Two more centers are scheduled to open on the second and fourth floors next year. These centers are expected to provide a cost-efficient way of providing services through shared resources by combining the individual division libraries.

The purpose of the CRS Information Resource Centers is to provide collections and services for public policy research, with a focus on the current and anticipated information needs of all CRS staff in their work in support of the Congress. An interdivisional team with representation from all CRS divisions was formed to develop these centers. The team approved a collection development policy and a collection management plan. It also reviewed space requirements and staffing plans and set priority guidelines for the move into the third floor Information Resource Center. Three forums were held to give CRS staff an opportunity to make suggestions for the information products and services they wanted in the centers.

In August the Service moved portions of collections of three research divisions to the third floor center. Photocopy and fax machines, computers, and telephones were installed. By mid-September, reference librarians began an interim staffing schedule that provided professional assistance to CRS analysts during core hours.

CRS has long recognized the need for access to information about resources available within the Service to maximize resource sharing. During this fiscal year information resource specialists selected the Endeavor Voyager integrated library system for implementation of an online catalog and book circulation system to provide access to information about CRS collections. Implementation of the system is scheduled to begin in the next fiscal year.

Electronic resources for internal use were also improved. CRS acquired three new database services, ProQuest Direct, the National Journal Cloakroom service, and the Congressional Quarterly online. The CRS Main Reference Files of newspaper clippings closed and was replaced by access to desktop resources including NewsEdge newswire service. CRS staff analyzed the coverage of electronic resources with print journal subscriptions to determine areas for improvement in resource management and engaged in a comprehensive subscription review for future renewals. The acquisition of these expanded electronic resources was accompanied by specialized training in the use of these systems for staff in three research divisions.



#### **IV. IMPROVEMENTS IN TECHNOLOGY**

Technological advances continue to enable the Service to offer services faster, more efficiently, and in readily available formats. The Service tested and certified all CRS computer systems, including those designated as critical, as year 2000 compliant.

##### **CONTINUING DEVELOPMENT OF A NETWORKED ENVIRONMENT**

CRS staff work in a fully networked environment. Service-wide efforts have enabled CRS to provide its staff with efficient work stations through upgrades in hardware and software, network enhancement, increased sharing of data, and improvements in communications technology. The network is critical to enhancing the research applications available to CRS analysts and information specialists.

Increasing dependence on the data-rich Web, experiments in providing audio and video Web content, exploration of geographic information systems, and multiple users of large data sets require higher bandwidth. During FY1999 CRS began upgrading of its wiring to enable access to higher bandwidth and upgrading from the current 4MB Token Ring technology to faster 100 MB Ethernet technology.

CRS converted all word processors in the Service to year 2000 compliant systems and provided training to all staff in the new systems. CRS technology staff continued to test network operating systems throughout the year. Many internal database applications were converted to Y2K-compliant systems, including the Research Contract Management System and the Bill Digest System.

##### **IMPROVEMENTS IN ONLINE SERVICES**

CRS made some important strides in technological developments to existing services. In 1999 the Service created a team to establish a strategic plan for the development and management of the CRS Web site for the Congress. A short-term (interim) management plan was established and implemented while the team performed its research and prepared its report. Among other tasks, the team was charged with creating a plan that will foster creativity and provide expeditious development and implementation of new products and services; clarify organizational responsibilities for site design and oversight; specify mechanisms and staff responsibility for content development, usability testing, and quality controls; and generally facilitate an effective Web site administration structure that is client focused. Recommendations to the CRS Director are expected early in the next fiscal year.

CRS technology staff continued to work with the Library's Information Technology Services staff to improve the CRS automated request tracking system (ISIS) and make it the single source for collection of information on work done by CRS for the Congress. Improvements developed during 1999 include a new subsystem for collection of information about the distribution of CRS written

products, refinements in the user interface, enhancements to the rush request notification process, printing of address labels for responses, and electronic routing of fax requests.

At the beginning of the fiscal year fax delivery of the Legislative Alert (the weekly listing of legislation going to the House and Senate floor and selected relevant CRS products) to Members of Congress was replaced by online availability of these products on the CRS Web site. "Listserv" software allows the Service to send electronic mail announcements of the Legislative Alert as well as announcements of CRS seminars and briefings.

Planning was under way to place more products in electronic formats on the CRS Web site for the Second Session of the 106<sup>th</sup> Congress. These formats allow more efficient document delivery, make it possible to organize reports around legislative issues, and provide direct links to supporting documentation. Content-enhancing markup languages and portable document format options continue to enhance the utility of CRS electronic products. During FY1999 the Service increased the number of CRS products available online in full text to more than 1,500 products, many of which were updated several times during the year. Other enhancements include visually improved maps and increased products available online in hypertext, with cross-linkage to other products and with a "clickable" table of contents to improve ease of use.

CRS is also exploring the use of advanced graphics, as well as the "streaming" of audio and video products to enhance the availability, effectiveness, and utility of Web site information for Members and staff. These efforts have been delayed by the limited capability (bandwidth) of both Library and congressional infrastructures to effectively support the high volume of data that must be transferred. Other new technology enables CRS to track usage of its Web site and automatically identify broken links. This technology is being tested for use as the key tool for monitoring Web site usage.

## **ELECTRONIC BRIEFING BOOKS**

The Service is dedicated both to responding expeditiously to congressional requests and to delivering its products and services in formats that Congress finds most useful. With congressional interest increasingly turning to electronic resources, CRS continued to develop one of its newest products, the electronic briefing book. New electronic briefing books created on the CRS Web site, the first totally electronic products prepared by the Service for the Congress, offer analytic and information resources on current issues such as terrorism, social security reform, and campaign finance reform. Briefing books added in FY1999 were banking and finance, taxation, and the year 2000 computer problem. These products are designed to offer a new interactive environment to the user and to ensure quick, easy, and comprehensive access to analysis, information, key documents, and perspectives on major issues currently before the Congress.

## **LEGISLATIVE INFORMATION SYSTEM (LIS) ENHANCEMENTS**

The focus of development for the shared legislative information retrieval system (LIS) during the past year was creation of a Y2K-compliant system for the exchange of data among the House,



Senate, and the Library. This compliance project was a significant undertaking due to the complexities of the legislative information system and the parameters of the linkages in the infrastructure.

In addition to the compliance project, CRS, working with the Library's Information Technology Services staff, developed new data files and retrieval capabilities to provide users with a system that is comparable to Congress' legacy systems and enhanced the Library's technical infrastructure to ensure that access to the retrieval system is reliable and secure. The Service improved procedures for monitoring and notifying key congressional staff of quality control problems, implemented a new "feature of the week" program (LIS tips and system enhancements), and added new retrieval features requested by users. Examples include searching by state delegations, stored searches, improved status displays, and advanced Boolean and word proximity searching for experienced users. CRS continued to work with congressional user groups and established methods to ensure that Senate and House staff had opportunities for input into the design of the retrieval system.

As part of the data exchange effort, the Bill Digest service of CRS, which is a critical component of the LIS (providing summaries and chronologies for all legislation introduced, and creating a framework for much of the LIS legislative information) was converted at the end of the year to a new hardware/software environment that both improves efficiencies and provides compatibility with House and Senate systems.

## **INQUIRY STATUS AND INFORMATION SYSTEM (ISIS)**

The CRS automated system for tracking congressional research requests was replaced in 1996 with a new application developed through a joint project with the Library's Information Technology Services office (ITS). The networked system known as ISIS, which is still under development, transmits congressional requests electronically to research divisions and will eventually make it possible to deliver inquiries in this manner directly to the desktops of all CRS analysts, researchers, and information specialists.

Significant work was completed on a new ISIS Products System. The new system will provide consistent, timely, and reliable CRS product distribution data for workload management and for reporting to the Congress. An address-label printing function will facilitate the delivery of printed products.

Another improvement to ISIS was a redesign of the ISIS authority system, which streamlined the process of adding and updating Member and staff entries. New reports on workload were created to provide enhanced and timely data for resource allocation and workload management.

## **COMPUTER SECURITY**

CRS focused attention on information security issues, both because of its confidential relationship with Members of Congress and because of its technical links to the congressional

community and its systems. Guidelines were prepared and policies put into effect governing desktop backup procedures, protection of confidential data and documents, password protection, configuration changes, and antivirus software requirements.

CRS began development of its Computer and Information Security Guide, which documents CRS policies, standards, and procedures for maintaining computer security at a high and consistent level throughout the Service. Portions of the Guide are available both in hard copy and online to allow easy access to full text by CRS staff and technicians. All staff received training on the new guidelines as they were issued.

A nationally recognized contractor specializing in computer security performed studies assessing CRS vulnerabilities in computer systems, databases, and networked equipment. The results of the study are being used to determine computer security work priorities for the coming year. Plans are under way to develop an expanded set of policies and procedures and to continue staff training on computer security as new guidelines are developed.



## V. MANAGEMENT INITIATIVES

CRS management launched a number of initiatives focused on optimizing CRS resources in order to meet the changing needs of the Congress.

### REALIGNMENT

In the near future the Congress likely will face important challenges that have been building in the past few years: growing complexity of legislative policy questions, polarization of many policy issues, sizeable Member and staff turnover, proliferation of information sources, and continued focus on budgetary concerns.

During the past year CRS successfully launched a major, comprehensive realignment to streamline its organization and operation in order to better meet these challenges and improve its services to the Congress. Among the objectives: to align resources so as to maximize efficiency; operate optimally in a constrained budgetary environment; meet congressional expectations for providing first-rate analysis, research and information; and to continue to draw upon and develop information technologies. Significant adjustments were made in planning for both human resources and infrastructure in order to ensure the future capacity of CRS to provide excellence in service to the Congress in the coming years.

In FY1999 CRS aligned divisions to cluster disciplines and subject expertise around issue areas before the Congress (American Law, Domestic Social Policy; Foreign Affairs, Defense, and Trade; Government and Finance; Information Research; and Resources, Science, and Industry). Changes also occurred in CRS Offices: the former Library Service Division, the Bill Digest Section of the American Law Division, and staff working on the Legislative Information System were combined into a new Office of Information Resources Management. The Product Distribution Center was transferred to the Information Research Division and became aligned with other facilities providing in-person service. A new Office of Workforce Development was created. (See Appendix D for a detailed description of newly reconfigured divisions and offices and their respective responsibilities.)

Before implementing the realignment, a comprehensive agreement was reached with the Congressional Research Employees Association, IFPTE, Local 75, resolving all issues relating to the implementation of the organizational changes. Following this agreement, further cooperation between management and the Association resulted in additional agreements covering subjects including guidelines for assigning individual work spaces, the establishment of a set schedule for making office assignments, interim relocations of staff resulting from the realignment, and final relocations of staff resulting from the realignment.

Besides these realignment modifications and changes in infrastructure, new shared resource centers were created. The Service began to relocate and upgrade staff workstations to enable teams to work more efficiently, interactively, and in close proximity to the tools and resources they need.

The first phase of the relocation of people and equipment began at the end of the fiscal year, with careful planning to ensure no disruption to congressional services during the transition.

## **LEGISLATIVE PLANNING**

CRS continued to develop its legislative planning grid as an internal management tool. The grid is a list of major policy issues likely to receive substantial attention in the current session of the Congress linked with a list of selected, related CRS products. In FY1999 issues were identified by more extensive, manager-led, consultations that involved all research staff, and issue leaders were designated to assume primary responsibility for coordinating CRS-wide coverage of identified issues.

## **LEGISLATIVE ALERT**

In the ongoing effort to improve the efficiency and speed of transmission of legislative analysis to the Congress, the Service developed weekly e-mail delivery of CRS reports, issue briefs, and electronic materials relating to issues likely to receive action that week in the House and Senate. These weekly summaries of legislative issues with links to selected up-to-date products on the CRS Web site make it easier for Members and staff to follow legislative deliberations.

## **OUTREACH**

CRS efforts to reach new Members and staff in FY1999 included a policy orientation for newly elected Senators of the 106<sup>th</sup> Congress in December 1998 that covered budget and tax policy, social security, foreign policy, and defense policy and a New Member Issues Seminar for newly elected Representatives in January 1999, which covered a broad array of legislative issues and programs for their spouses and children. These Member programs were requested by the Congress as part of the official orientation process. CRS subsequently planned 49 visits to new Member offices between February and May to introduce new congressional staff to CRS services. Projects to better inform the Congress about CRS services entailed mailings of CRS materials to senior congressional staff (administrative assistants and legislative directors) in March and April, participation in the House Services Fair in April, and planning development of new communication tools in August and September. In addition to these efforts, the Service provided weekly orientations and introductions to CRS services for professional staff and interns throughout the year.

As part of its continuing efforts to improve orientations, CRS formed two committees to review intern and professional staff briefings and make recommendations for enhancements in briefing format and content.

Also as part of the realignment, to ensure a systematic approach to informing congressional offices about CRS services, and to obtain feedback on CRS responsiveness to congressional needs, the newly formed Legislative Relations Office was formally charged with overseeing outreach activities to the Congress.



## **SUCCESSION PLANNING**

With the cooperation and support of the Congress, the Service continued to develop its succession planning, launched in FY1998, to ensure an orderly transfer of institutional knowledge by training replacement staff to succeed a large number of analysts soon eligible to retire (approximately 50 percent by 2006). These succession efforts, scheduled to be phased in gradually through recruitment of new staff to be mentored by experienced staff, will prepare a new generation of staff to meet the analytic and information needs of the Congress. The goal of succession planning thus is to ensure continuity in the quality, level, breadth, and timeliness of CRS service over the long term, despite retirements of many experienced experts.

CRS implemented this succession initiative with its Graduate Recruit, Law Recruit, and Presidential Management Intern programs.

The Graduate Recruit Program is designed to recruit the Nation's top graduate students and to achieve a more diverse workforce by increasing the representation of minorities and women. Those who perform successfully during the initial summer experience are considered for placement in a permanent position upon completion of a graduate degree.

The 1999 Graduate Recruit Program was widely publicized with a broad range of recruitment initiatives at major universities and top public policy schools having high concentrations of minority students, participation at minority job fairs and career conferences, and through on-site recruitment and communications with colleges and universities with diverse student populations. More than 500 applicants competed for 20 temporary summer positions. Ultimately, 17 positions were filled, of which 6 (35 percent) were women and 5 (30 percent) were minorities. Fifteen Graduate Recruits were offered permanent positions at the end of their temporary appointments. Of the 14 who accepted permanent employment, 3 (22 percent) were women and four (29 percent) were minorities.

One policy analyst position was filled under the Presidential Management Intern Program, a government-wide program that has as its goal recruiting high-quality students who are completing their graduate degrees and are interested in careers in government. Two law recruits were hired in FY1999: one in constitutional law and separation of powers, one in health law and energy law.

CRS recruited graduates for entry-level positions to assist with research and analysis in a number of areas of expertise, including crime and criminal justice, the federal budget process, transportation, industry economics and finance, macroeconomics, environmental policy, and natural resources policy. Other areas where CRS recruited were Asia, Africa, and the Middle East; the physical sciences; defense research and technology; global climate change; and health, social security, and child welfare.

## **RISK ASSESSMENT**

In 1996 CRS conducted a staff survey to elicit information from staff eligible to retire by 2006. In 1999 the Service distributed a second survey to refine its estimates. With a response rate

of 86 percent, CRS identified the policy areas that would suffer the greatest impact from retirements. As early as 2000, a diminished capacity is projected in such areas as congressional operations; civil rights; global change and earth science; national security and foreign affairs; monetary affairs; and legal analysis of international law. Losses in capacity accelerate through 2004 and include: social security and pensions; federal budget process and legislative procedures; intellectual property; and business sector economics. By 2006, with more than 50 percent of current CRS staff eligible to retire, there will be an impact on all areas of legislative support.



## **APPENDIXES**

### **A. FISCAL 1999 BUDGET, RESOURCES, AND OTHER FUNDING**

In FY1999 CRS had an authorized staffing level of 747 full-time equivalents (FTEs) and an appropriation of \$67,124,000. Approximately 90 percent of the budget supported personnel salaries and benefits.

During this fiscal year CRS received a four-year grant of \$1,629,000 from the Robert Wood Johnson Foundation. This award will provide partial funding for an integrated program of projects, workshops, and seminars to enhance CRS analytic capacity and enrich the CRS resources available to the Congress in issue areas that are, and likely will remain, high on the legislative agenda. The Service held seminars on Medicare issues and reform, NIH funding challenges, and school violence for congressional audiences. In FY1999 CRS received payments from the Foundation totaling \$309,917.

CRS received a payment of \$120,000 in FY1999 from the Henry Luce Foundation for a grant awarded in FY1998 to provide partial support for the New Member Issues Seminar for the 105<sup>th</sup> Congress. The Service also received a grant of \$50,000 from the Teresa and H. John Heinz III Foundation to provide partial support for the CRS Bicentennial Program, "Informing the Congress and the Nation," to be held in February 2000.

## **B. HUMAN RESOURCES AND STAFF DEVELOPMENT**

Recognizing that a major strength of CRS is its workforce, in February 1999, as part of the Service-wide realignment, management created the Office of Workforce Development to focus on issues related to staff needs. This Office is responsible for planning, developing, and administering human resources-related programs and activities for CRS staff including succession planning, recruiting, staffing, position management, performance planning and evaluation, training, mentoring, and upward mobility. A primary goal of this Office is to make administration of workforce development programs responsive, efficient, and effective for all CRS employees.

### **RECRUITMENT AND SELECTION**

During the year, as part of its regular hiring process, CRS filled 60 permanent positions, including senior-level hires, and one indefinite position based on the merit selection process. Of these merit selection hires, 43 (71 percent) were women and 30 (49 percent) were minorities. The Service also hired 36 temporary staff. Of these temporary hires, 30 (83 percent) were women and 25 (70 percent) were members of minority groups.

To strengthen its corps of senior-level managers, CRS posted and filled the senior-level position of deputy assistant director of the Information Research Division and posted for the deputy assistant directors of the Domestic Social Policy; Foreign Affairs, Defense, and Trade; and Government and Finance Divisions. The positions of associate director for the Office of Workforce Development and coordinator for legislative information systems for the Office of Information Resources Management were also posted.

As part of its succession planning initiative, CRS continued to fill positions at the entry level and mid-level under the Graduate Recruit Program and the Presidential Management Intern Program.

In accordance with the Service's goal of providing upward mobility opportunities for all staff, 12 positions limited to CRS staff were posted during FY1999. One African American woman was selected for a mid-level technical support position under the Career Opportunity Program. This program is designed to offer on-the-job training and upward mobility opportunities for current staff. CRS also posted a reference librarian position under this program near the end of the fiscal year.

CRS posted two technical support positions under the Library's 1999 Affirmative Action Intern Program. The program is designed to further the career development of Library staff in clerical or technical positions by preparing them for movement into professional or administrative positions.

The gratuitous services program brought in 64 people to serve at CRS. This program provides students and others with the opportunity to gain the skills and professional experience needed to assist CRS in its mission of providing research and information to the Congress. As in the past, CRS was successful in its efforts to achieve diversity among gratuitous services participants: 39 (61 percent) were women and 18 (28 percent) were minorities.



Among other programs, the Service selected two Hispanic women to work as interns under the auspices of the Hispanic Association of Colleges and Universities' National Intern Program. This program provides Hispanic undergraduate and graduate students with professional work experience in a wide variety of fields. The two interns conducted research on domestic social policy issues. CRS also brought in four detailees from executive branch agencies as part of the Presidential Management Intern Program, the Executive Potential Program, and the Outstanding Scholars Program. Three of the detailees were women, and one was African American.

In FY1999, under the auspices of the Library's Affirmative Action and Special Programs Office, CRS participated in the District of Columbia's Summer Youth Employment Program, which provides summer employment and training experiences for youth between ages of 14 and 21, with emphasis on outreach to the economically disadvantaged. CRS employed two summer youths, both African American, one male and one female.

## **STAFF TRAINING AND DEVELOPMENT**

CRS supports and encourages the training and career development needs of its employees in order to improve performance and maintain state-of-the-art technical skills and professional expertise. During FY1999 CRS staff completed a total of 1,156 training classes, including university courses, in-house training (both CRS and Library-sponsored courses), seminars, and conferences. A significant number of research analysts received training in their areas of expertise in order to remain current in their fields and to continue providing the Congress with superior-quality service. Other staff received training in using technology, oral and written communication skills, supervisory and managerial skills, administrative functions, and other work-related topics.

## **STAFF RECOGNITION**

It is CRS policy to acknowledge its employees' superior performance in the achievement of individual and organizational program goals. An effective recognition program contributes to maximum staff performance and satisfaction. To better align the award period to the performance of work for the Congress, effective with calendar year 1998, CRS began to base its awards and special recognition program on the legislative calendar. As a result, for the period January 1, 1998-February 13, 1999 (with the extension of the award period to February 13, 1999 as a point of demarcation for the realignment of the Service), CRS presented 360 awards to employees in recognition of their exceptional contributions during the year. This consisted of 355 Special Achievement Awards, 1 Meritorious Service Award, 1 Distinguished Service Award, and 3 Superior Service Awards. In addition, 96 employees received outstanding performance ratings for their exemplary work, and 44 received quality step increases. Thirty-one employees received both outstanding performance ratings and quality step increases.

## **OTHER WORKFORCE DEVELOPMENT ACTIVITIES**

Two years ago the Library's Strategic Plan identified the need to mobilize and motivate human resources in all parts and at all levels of the organization. During the summer of 1999 the Library established a steering committee and two working groups to develop an initiative in response to the human resources needs identified in its strategic plan. CRS was represented on the Library's steering committee by the acting head of the Office of Workforce Development and was represented on the working groups by two other members of the Office. One participated in the development of the Library's Human Resources Strategic Plan for FY2000-2005. The group developed goals, objectives, and performance measures for this time period and identified a series of change projects that would translate the strategic goals and objectives into pathways to action. The other helped identify options for "fast track" hiring that could be implemented in FY2000. This working group also identified options for immediate implementation, and both short- and long-term recommendations that would require further policy development and coordination with collective bargaining units.

Staff from the Office of Workforce Development participated in a pilot study when the Human Resources Directorate implemented the Library Employee Automated Data System (LEADS), a new automated human resource system designed to allow secure online processing of personnel actions throughout the Library. These staff helped identify needed modifications to the system. LEADS became fully operational as the primary personnel processing system in September 1999.



## **C. TYPES OF CRS SUPPORT TO THE CONGRESS: RESEARCH SERVICES AND PRODUCTS**

Throughout FY1999 CRS supported the Congress with analysis, research, and information, presented in the formats described below.

### **CONGRESSIONALLY DISTRIBUTED PRODUCTS PROVIDING RESEARCH AND ANALYSIS ON LEGISLATIVE ISSUES**

*Reports for Congress:* Reports for Congress, analyses or studies on specific issues of congressional interest, are often prepared in response to numerous congressional inquiries. Reports may take many forms: policy analysis, economic studies, statistical reviews, legal analyses, historical studies, chronologies, bibliographies, and two-page fact sheets. The basic requirements of these and other CRS written products are accuracy, balance, and utility. CRS analysts define and explain technical terms and concepts, frame the issues in understandable and relevant context, and provide appropriate, accurate, and valid quantitative data. A summary appears on the first page of each report. CRS reports are distributed upon request throughout the congressional community; some are published by committees to ensure broader distribution. Reports are updated as subsequent events occur for topics that are of ongoing interest to the Congress and withdrawn when they are no longer accurate or useful. Reports are available both in printed form and on the CRS Home Page. In FY1999 CRS produced 905 new report titles; 2,963 active reports (titles) were available at the end of the fiscal year.

All short reports — those of six pages or fewer — can be obtained by fax, through the CRS Fax-on-Demand system. Short and long reports can be obtained electronically through the CRS Web site. (See the heading “Electronically Accessible Products and Services” below).

*Issue Briefs:* Issue briefs, a unique CRS product, are concise briefing papers (16 pages maximum) on issues considered to be of major importance to the Congress. Briefs are available both in printed form and digitally on the CRS Home Page. They are updated as events unfold; the date on the cover of each issue brief is the CRS confirmation that the information contained therein is current as of the posted date. Briefs provide background information, contain the most recent developments, and analyze options for legislative issues. They frequently describe introduced bills and show the status of current legislation. In many issue briefs a chronology of key events is provided, and a short bibliography of additional references is listed. Briefs also contain a one-page summary of the issue. Emphasis is on timeliness and brevity. While analytical conclusions on an issue may be drawn, issue briefs, like other CRS products, do not make legislative policy recommendations. There were 54 new issue briefs initiated in FY1999; 182 active issue briefs were available at the end of the fiscal year.

*Info Packs:* Info packs are selected collections of background information and analysis composed of CRS reports and issue briefs, selected articles, and bibliographies designed to enable congressional staff to answer constituent requests conveniently and well or provide general



background on an issue. Info packs are available in printed form. Four new info packs were developed during FY1999, and 114 info pack titles were available at the end of the fiscal year.

*Congressional Distribution Memoranda:* These memoranda are prepared when the interest of a relatively small number of congressional readers (generally fewer than 50) is anticipated and when the transiency of the issue and the product makes its inclusion as an advertised CRS product inappropriate. Each bears a label distinguishing it from CRS confidential memoranda. If an issue becomes important to a larger congressional audience, the product may be recast as an issue brief or a CRS report, as appropriate.

*Other CRS Products:* The Guide to CRS Products, Update, and CRS Weekly Update, which present listings of available CRS products as well as seminars and workshops, were sent to all Members and committees on a regular basis (quarterly, monthly, and weekly, respectively). Toward the end of FY1999 CRS began to phase out distribution of paper copies of the Guide and the Update, which were replaced by the more popular electronic versions. The Weekly Update continues to be distributed to congressional offices in both electronic and print versions.

## **ELECTRONICALLY ACCESSIBLE PRODUCTS AND SERVICES**

*CRS Web site (<http://www.loc.gov/crs>):* The CRS Web site provides 24-hour access to an array of CRS services including full text of issue briefs and reports, a weekly "Legislative Alert," updates and analyses of the annual appropriations legislation, an interactive guide to the legislative process, online registration for CRS seminars, and complete information on other CRS services. The CRS Web site also offers links to a selection of other Internet sites providing public policy, legislative, legal, and quick reference information. In operation since the 104th Congress, the CRS Web site is accessible only to House and Senate offices and other legislative branch agencies. During FY1999 CRS developed new search capabilities, an improved ability to identify and repair broken links, enhanced availability of products, and increased use of PDF options and markup languages.

*Legislative Information System (<http://www.congress.gov>):* At the beginning of the 105th Congress a new Legislative Information System (LIS) was available for the first time on Capnet. The system provides Members of Congress and their staff with access to the most current and comprehensive legislative information available. It can be accessed only by the House and Senate and the legislative support agencies. The LIS is being developed under the policy direction of the Senate Committee on Rules and Administration and the House Committee on House Administration. It is a collaborative project of the offices and agencies of the legislative branch, including the Secretary of the Senate and the Clerk of the House; House Information Resources and the Senate Sergeant at Arms; the Government Printing Office; the General Accounting Office; the Congressional Budget Office; the Congressional Research Service; and the Library of Congress. CRS has responsibility for the overall coordination of development of the retrieval system; the Library of Congress is responsible for its technical development and operation. In FY 1999 the Service tested and ensured the LIS for Y2K compliance, reliability, and security; improved the procedures for monitoring quality; and added new retrieval services.



*Legislative Alert:* The Legislative Alert, a weekly compendium of CRS products relevant to scheduled or expected floor action, was available by fax and e-mail subscription to all Members, committees, and subcommittees. At the end of July the e-mail version of the Alert began to offer hyperlinks to all CRS products listed in the product to allow direct access to the full text of products. Congressional staff feedback was positive regarding this new feature as CRS began to plan the discontinuation of the fax version of the Alert and transition to Web access to occur at the beginning of the next fiscal year. Full text of all CRS products listed on the Alert continued to be accessible electronically on the CRS Web site.

*Electronic Briefing Books:* These Web products bring together integrated research, information, analysis, key documents, and historical perspectives from a variety of sources on selected issues before the Congress.

*Fax-on-Demand:* The CRS Fax-on-Demand system enables congressional and committee offices on Capitol Hill to order by phone selected CRS products, which are faxed directly to them. The system contains full text of all active short CRS reports (those with six or fewer pages) written since January 1993, the Weekly Update, and invitations to seminars.

*Computerized Information Retrieval System:* During FY1999 CRS replaced the SCORPIO information retrieval system with new systems. SCORPIO was available for most of the year to provide information on legislation, public policy literature, CRS products, bill digest information, public opinion polls, and other material available in the Library of Congress. A touch-screen interface with SCORPIO, known as ACCESS, made SCORPIO information easily available in CRS reading rooms and research centers. By the end of the fiscal year, the Library's integrated library system, or LC ILS, was in operation, and CRS staff were trained in its use to assist congressional staff and CRS staff with their orders of serials and books in the Library of Congress collections.

## TAILORED RESPONSES TO QUESTIONS

CRS responds to individual questions with custom services. Frequently this is done by CRS analysts in the form of confidential policy and legal analyses, usually in memorandum format; consultations in person or by phone; and briefings on virtually all legislative and policy issues, each tailored to address specific questions directed to CRS by requesting Members, committees, and staff.

*Confidential Memoranda:* Confidential memoranda are prepared to meet a specific congressional request, and are often designed to meet the needs of the congressional reader with a high level of expertise in a given topic. These memoranda are prepared for the use of the congressional requester and are not distributed further unless permission has been given. The memorandum format is often used by CRS attorneys, for example, to respond to focused inquiries about the legal implications of statutory provisions, proposed legislation, or executive actions. CRS will also prepare "directed writing" that makes a case or incorporates the viewpoints or assumptions of the congressional requester for use in his or her own name. Such directed writing may not be cited as CRS analysis.



*Individual Staff Briefings:* Individual or group staff briefings constitute another form of tailored response to congressional inquiries. CRS staff provides in-person briefings to Members and committees on specific policy issues. These briefings might, for example, focus on bills in formulation, foreign or domestic public policy issues before the Congress, the legislative process, congressional office operations, committee matters, or general orientation to CRS and the Library of Congress.

*Briefing Books:* Briefing books are frequently prepared for use by congressional delegations traveling abroad and are collections of materials that support specific purposes of the trip. They contain a variety of materials, including maps, selected products, such as CRS reports, and brief tailored written work, which can contain background and current issues regarding U.S. relations with specific countries on the trip, as well as questions Members might fruitfully ask when meeting with government and other officials.

*Telephone Responses:* Telephone responses to inquiries are a vital element in the CRS information exchange with the Congress. CRS information specialists and analysts are directly accessible by phone; on a given day analysts will respond to numerous calls and provide information that may range from a statistic or a name to a short situation briefing or an interactive discussion analyzing alternatives for response to an issue. CRS goals in these instances are to provide expertise, ease of access, and personalized immediate response.

## GENERAL SEMINARS AND BRIEFINGS

In February 1999 CRS sponsored its twenty-first Public Policy Issues Institute (PPI). This three-day program provided comprehensive reviews of major issue areas expected to be legislatively active during the upcoming session of the Congress. The PPI seminars were attended by 585 congressional staff.

The semiannual series of briefings by CRS attorneys on current legal issues of interest to the Congress, the "Federal Law Update" series was presented in March and September. Other highlights of the year were the well-attended one-day legislative process institutes, advanced legislative process institute series, and the District/State Staff Institutes.

Throughout the year CRS conducted seminars for Members and staff on timely policy issues. These seminars featured a combination of CRS and outside experts to explore various facets of an issue. Highlights of the year included the new 1999 New Member seminar in Williamsburg, Virginia, and public policy seminars on the German election, the impeachment equation, understanding changes in the 106<sup>th</sup> Congress, the FY2000 budget, drug control and certification issues, concentration and competition in agriculture, oversight workshops, medical research funding, and school violence.

In FY1999 CRS held 161 seminars on public policy and the budget process and 16 one-day and advanced institutes on congressional processes. Member and staff attendance at these events was 6,919.

CRS held 51 briefings for new congressional staff and 137 briefings on the Service and its functions for congressional interns. The briefings were given to 302 new professional staff and 3,795 interns.



## LEGISLATIVE SUMMARIES, DIGESTS, AND COMPILATIONS

CRS has statutory responsibility for the preparation of nonpartisan summaries of all introduced bills and resolutions. CRS produces an online, daily updated legislative database of bill status and summary information available to the Congress on the CRS Web site and the Legislative Information System.

Information prepared by CRS includes summaries, status, *Congressional Record* page references, titles, and subject indexing terms for all bills and resolutions as introduced and amended for each Congress from the current session back to the 93<sup>rd</sup> Congress (1973-1999). Selected information is identified as "Major Legislation," with quick access to measures receiving congressional attention. Links provide additional sources of information.

## OTHER SERVICES

*Audiovisual Products and Services:* The CRS Audio-Visual Section undertakes a broad range of projects in support of services to the Congress. During FY1999 the Section prepared a combined total of 24 new video and audio tapes, including a major production addressing the Supreme Court appointment process; 32 titles were available throughout the year. The Service distributed 107 copies of the section's video programs and 325 copies of its audio programs. Audio and video tapes on policy and legislative issues treated in seminars are available through the CRS Product Distribution Center. CRS also provides two hours of television programming each weekday on channel 6 of the House and channel 5 of the Senate closed-circuit cable systems.

*Language Support:* Language Services staff in the Foreign Affairs, Defense, and Trade Division offers language support to the Congress through translations of technical documents, newsletters, speeches, and other materials. In-house staff offers assistance with French, German, Greek, Italian, Latin, and Portuguese. For languages not covered in-house, special arrangements can be made for translations. Staff also assist with protocol in foreign languages, research, and other linguistic services.

*Economic Statistics:* At the beginning of FY1999 the CRS StatsLine provided a recorded message, updated weekly, on selected economic indicators: the consumer price index, the federal deficit, gross national product, housing starts, the prime rate, public debt, unemployment, and the U.S. merchandise trade balance. During the fiscal year CRS discontinued this recorded message service and developed several Internet-based products, including electronic briefing books on tax and trade and a budget report providing links to statistical tables and related publications. These products provide more focused, detailed, and timely information.

## **D. CRS ORGANIZATIONAL STRUCTURE**

In February 1999 the Service realigned its division and office structure to improve service to the Congress and set the stage for continued success in fulfilling the CRS mission.

CRS has established an organizational structure that facilitates flexibility, responsiveness, and interdisciplinary cooperation. A high value is placed on direct interaction between CRS staff and congressional clients. The Director is assisted in the management of the Service by the Deputy Director and Associate Directors for Finance and Administration, Policy and Quality Assurance, Research Operations, Information Resources Management, and Workforce Development. These officials, together with the Assistant Directors representing research and information divisions, comprise the Service's Research Policy Council.

The following descriptions of divisions and offices reflect the realigned components and their responsibilities.

### **RESEARCH DIVISIONS**

#### **American Law Division**

The American Law Division responds to congressional requests for legal analysis and information involving federal and state statutory and case law. The division's work spans the range of legal questions from constitutional questions of separation of powers and legislative-executive relations to inquiries arising out of federal, state, and international law. Analysis of litigation affecting the work of Congress and the congressional response to judicial developments also forms the basis of much of the division's work. Staff have expertise in fields such as constitutional law, congressional ethics, civil rights law, environmental law, criminal law, administrative law, and congressional practices and procedures. In addition, the division prepares *The Constitution of the United States of America — Analysis and Interpretation* (popularly known as the Constitution Annotated).

#### **Domestic Social Policy Division**

The Domestic Social Policy Division works closely with the Congress to provide analysis and research on domestic policy and social program issues. Analysts use an interdisciplinary approach to integrate program analysis, quantitative analysis, and economic analysis. Issue and program areas include education and training; labor and occupational safety; health care and medicine; social security; welfare, nutrition and housing; public and private pensions; unemployment compensation, and worker's compensation; immigration; civil rights; crime and criminal justice; and issues and programs related to children, persons with disabilities, the aged, the poor, veterans, and minorities.

#### **Foreign Affairs, Defense, and Trade Division**

The Foreign Affairs, Defense, and Trade Division is organized into regional and functional sections. Analysts follow worldwide political and economic developments including U.S. relations



with individual countries and transnational issues such as terrorism, refugees, global economic problems, and global institutions such as the International Monetary Fund and the World Trade Organization. They also address U.S. foreign aid programs, strategies, and resource allocations; State Department budget and functions; international debt; public diplomacy; and legislation on foreign relations. Other work includes national security policy, military strategy, weapons systems, military compensation, the defense budget, and U.S. military bases. Trade-related legislation, policies, and programs and U.S. trade performance and investment flows are covered, as are trade negotiations and agreements, export promotion, import regulations, tariffs, and trade policy functions.

### **Government and Finance Division**

The Government and Finance Division responds to congressional requests for assistance on all aspects of the Congress: its congressional budget and appropriations process; its legislative process; legislative branch agencies; and executive-legislative relations. In addition the division responds to requests on the organization and management of the executive branch; the Presidency and Vice Presidency; intergovernmental relations and state and local governments; District of Columbia; statehood and territories; rural and urban development; small business and economic development; federal statistical policy; survey research and public opinion polls; census, reapportionment, and redistricting; elections, lobbying, and political parties; U.S. and constitutional history; information policy and privacy; banking, insurance, and securities; macroeconomic policy analysis, fiscal and monetary policy; taxation; and government finance.

### **Information Research Division**

The Information Research Division responds to requests for information research and reference assistance. Staff use written reports, standard reference works, automated research tools, the Internet, and a variety of collections both in the Library and elsewhere to locate information on people, organizations, events, and public policy issues. Information is prepared in a number of different formats, including written reports, tailored packets, info packs, and electronic files easily available through the CRS web site. The staff in the reading rooms and research centers provides telephone reference service and in-person consultation on resources available for research projects. The Product Distribution Center provides document delivery service for CRS products.

### **Resources, Science, and Industry**

The Resources, Science, and Industry Division covers an array of legislative issues involving natural resources and environmental management; science and technology; and industry and infrastructure. Resources work includes policy analysis on public lands and other natural resources issues; environment; agriculture, food, and fisheries; and energy and minerals. Science coverage includes policy analysis on civilian and military research and development issues; information and telecommunications; space; earth sciences; and general science and technology. Support on industry issues includes policy analysis on transportation and transportation infrastructure issues; industrial market structure and regulation; and sector-specific industry analysis.



## **OFFICES**

### **Office of Finance and Administration**

The Office of Finance and Administration maintains oversight of the financial and administrative activities and programs of the Service; exercises responsibility for planning and directing the fiscal operations of the Service, including the development of annual strategic performance plans, appropriation requests and related budget estimates, budget execution, external contracting, fund-raising, and procurement; and represents the Director in handling issues involving the Service's status, role, activities, and interaction with other Library entities in relevant areas of planning, management, budget, and administration.

### **Office of Information Resources Management**

The Office of Information Resources Management develops and maintains information services that support both the Congress and CRS staff. These services include the congressional legislative information retrieval system (LIS), which provides access to a wide variety of products produced by CRS and other government sources, and the Bill Digest, an online legislative documentation database for the Congress that analyzes summarizes, and tracks the status of congressional legislation. The office provides information support to CRS staff through its provision of library management, reference services, procurement of electronic and print resources, training in the use of electronic resources, and Intranet resource development.

### **Office of Policy and Quality Assurance**

The Office of Policy, through the Office of Review, the Office of Policy Implementation, and the Electronic Research Products Office, plans, develops, and coordinates matters relating to internal CRS policies, particularly as they affect the Service's relationships with congressional clients and other legislative support agencies; provides final CRS review and clearance of all CRS products; ensures that the Service complies with applicable guidelines and directives contained in the Reorganization Act, in statements by appropriations and oversight committees, and in Library regulations and CRS policy statements; and edits, produces, and distributes electronic CRS documents.

### **Office of Research Operations**

The Office of Research Operations provides operational support to facilitate CRS research performed for the Congress. Within the Office, the Legislative Relations Office receives and assigns congressional inquiries to the research divisions, works with the divisions to plan and carry out institutes, seminars, and briefings for Members, committees, and congressional staff; and examines and strengthens the Service's outreach to congressional leadership and Member and committee offices. The Management Information Office within Research Operations records and tracks data on congressional inquiries and CRS responses. This office also develops and refines systems designed to provide managers with statistical information needed to analyze subject coverage, client service, and the use of resources. The Technology Office builds and maintains the technology infrastructure of the Service as a whole, develops and applies new technologies to enhance CRS productivity, and develops applications for communication of CRS research to its clients.

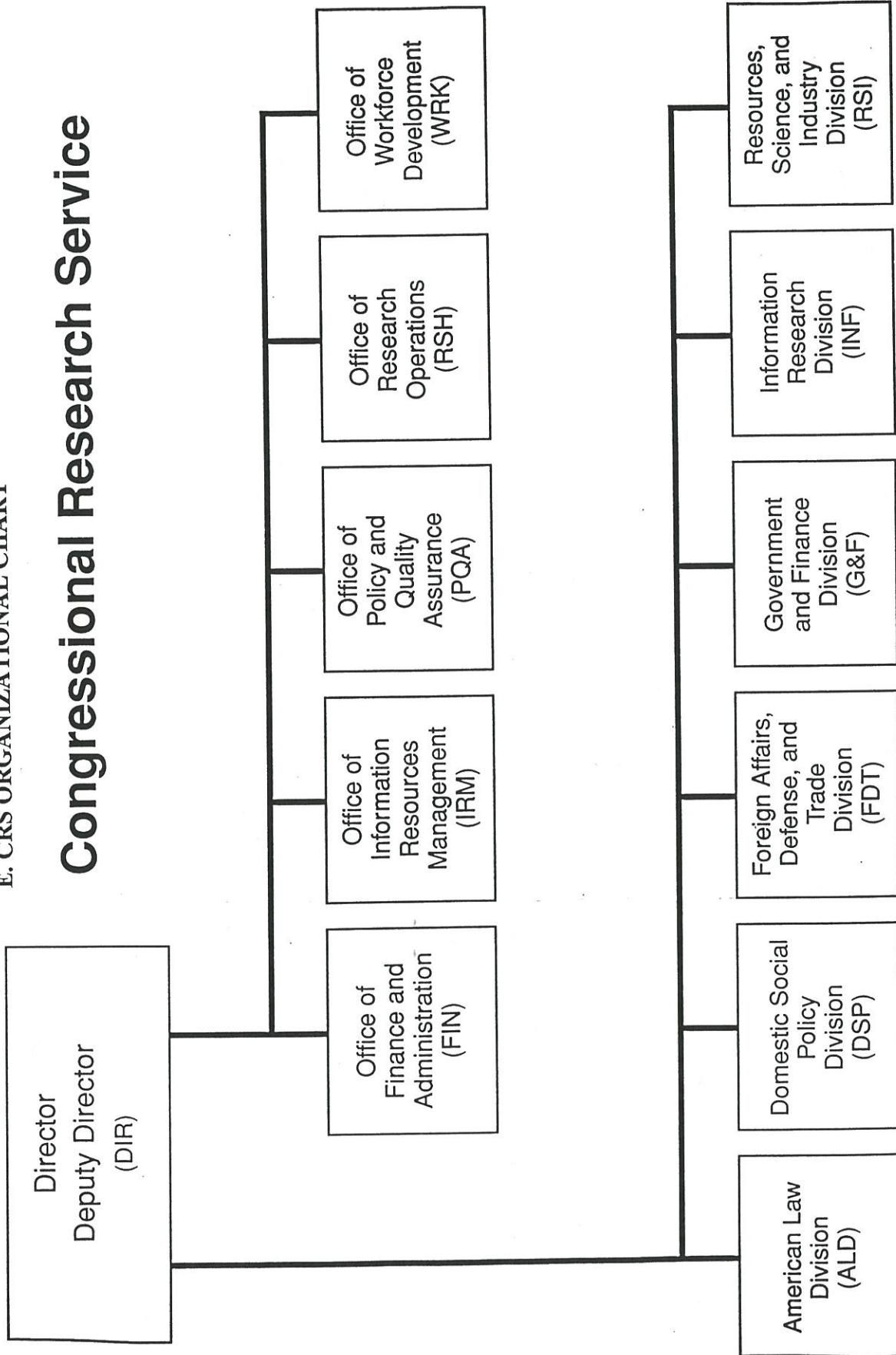


**Office of Workforce Development**

The Office of Workforce Development administers the Service's workforce development programs, including succession planning, special recruitment programs, merit selection and other employment programs, mentoring, diversity efforts, special recognition programs, upward mobility programs, training, and position and performance management programs and activities. It represents the Director in issues involving the Service's status, role, activities, and interaction with other Library entities in relevant areas of human resources management and administration.

E. CRS ORGANIZATIONAL CHART

## Congressional Research Service





**F. LISTING OF ALL SENIOR LEVEL POSITIONS BY TITLE, GRADE LEVEL,  
BUDGET NUMBER AND INCUMBENT AT THE BEGINNING AND END OF FY99**

| As of<br>October 1, 1998   |                |                       | As of<br>September 30, 1999   |       |           |
|--|----------------|-----------------------|---|-------|-----------|
| Position   | Grade          | Incumbent             | Position  | Grade | Incumbent |
| Director, Congressional Research Service   | Statutory Rate | Daniel P. Mulhollan   | Same  | Same  | Same      |
| Deputy Director CRS  | SL             | Angela Maria G. Evans | Same  | Same  | Same      |
| Associate Director for Finance and Administration and Senior Specialist in Social and Information Sciences | SL             | Susan C. Finsen       | Associate Director Office of Finance and Administration and Senior Specialist in Social and Information Sciences <sup>1</sup>       | Same  | Same      |
| Chief, Library Services Division and Senior Specialist in Social and Information Sciences                  | SL             | Stephanie Williams    | Associate Director Office of Information Resources Management and Senior Specialist in Social and Information Sciences <sup>1</sup> | Same  | Same      |
| Associate Director for Policy Compliance and Senior Specialist in Social and Information Sciences          | SL             | Hugh L. Elsbree, Jr.  | Associate Director Office of Policy and Quality Assurance and Senior Specialist in Social and Information Sciences <sup>1</sup>     | Same  | Same      |
| Associate Director for Research and Senior Specialist in American Public Law                               | SL             | Kent M. Ronhovde      | Associate Director Office of Research Operations and Senior Specialist in American Public Law <sup>1</sup>                          | Same  | Same      |
| Senior Specialist in Library and Information Sciences  | SL             | Vacant                | Associate Director Office of Workforce Development and Senior Specialist in Social and Information Sciences <sup>1</sup>            | Same  | Same      |

<sup>1</sup>Pursuant to CRS Realignment effective 02/14/99.

| As of<br>October 1, 1998   |       |                     | As of<br>September 30, 1999   |       |                              |
|--|-------|---------------------|---|-------|------------------------------|
| Position   | Grade | Incumbent           | Position  | Grade | Incumbent                    |
| Chief, American Law Division and Senior Specialist in American Public Law                              | SL    | Richard C. Ehlke    | Assistant Director American Law Division and Senior Specialist in American Public Law <sup>1</sup>                        | Same  | Same                         |
| Chief, Education and Public Welfare Division and Senior Specialist in Social Legislation               | SL    | P. Royal Shipp      | Assistant Director Domestic Social Policy Division and Senior Specialist in Social Legislation <sup>1</sup>               | Same  | Same                         |
| Chief, Foreign Affairs and National Defense Division and Senior Specialist in International Policy     | SL    | Charlotte P. Preece | Assistant Director Foreign Affairs, Defense and Trade Division and Senior Specialist in International Policy <sup>1</sup> | Same  | Same                         |
| Chief, Government Division and Senior Specialist in American National Government                       | SL    | Michael L. Koempel  | Assistant Director Government and Finance Division and Senior Specialist in American National Government <sup>1</sup>     | Same  | Same                         |
| Chief, Congressional Reference Division and Senior Specialist in Social and Information Sciences       | SL    | Lynne K. McCay      | Assistant Director Information Research Division and Senior Specialist in Social and Information Sciences <sup>1</sup>    | Same  | Same                         |
| Chief, Environment and Natural Resources Policy Division and Senior Specialist in Environmental Policy | SL    | John L. Moore       | Assistant Director Resources, Science and Industry Division and Senior Specialist in Environmental Policy <sup>1</sup>    | Same  | Same                         |
| Chief, Science, Technology and Medicine Division and Senior Specialist in Science and Technology       | SL    | Eric Alfred Fischer | Senior Specialist in Science and Technology <sup>1</sup>  | Same  | Eric A. Fischer <sup>2</sup> |
| Senior Specialist in US Foreign Policy   | SL    | Vacant              | Same  | Same  | Same                         |
| Senior Specialist in Social Legislation  | SL    | Vacant              | Same  | Same  | Same                         |

<sup>2</sup>Name change 12/08/98.



| As of<br>October 1, 1998  |       |                                  | As of<br>September 30, 1999 |       |           |
|---|-------|----------------------------------|-----------------------------|-------|-----------|
| Position  | Grade | Incumbent                        | Position                    | Grade | Incumbent |
| Senior Specialist in Environmental Policy                                   | SL    | Vacant                           | Same                        | Same  | Same      |
| Senior Specialist in Economic Policy (Transportation)                       | SL    | Vacant                           | Same                        | Same  | Same      |
| Senior Specialist in American Public Law (International)                    | SL    | Vacant                           | Same                        | Same  | Same      |
| Senior Specialist in American Public Law                                    | SL    | Charles Doyle                    | Same                        | Same  | Same      |
| Senior Specialist in Taxation and Fiscal Policy                             | SL    | Vacant                           | Same                        | Same  | Same      |
| Senior Specialist in American Public Law                                    | SL    | Johnny H. Killian                | Same                        | Same  | Same      |
| Senior Specialist in American Public Law                                    | SL    | Dorothy M. Schrader <sup>3</sup> | Same                        | Same  | Vacant    |
| Senior Specialist in Social Legislation                                     | SL    | Vacant                           | Same                        | Same  | Same      |
| Senior Specialist in Social Legislation                                     | SL    | Vacant                           | Same                        | Same  | Same      |
| Senior Specialist in Social Legislation                                     | SL    | William H. Robinson              | Same                        | Same  | Same      |
| Senior Specialist in American National Government and Public Administration | SL    | William W. Ellis                 | Same                        | Same  | Same      |
| Senior Specialist in Economic Policy  | SL    | William A. Cox <sup>4</sup>      | Same                        | Same  | Same      |
| Senior Specialist in National Defense                                       | SL    | Vacant                           | Same                        | Same  | Same      |
| Senior Specialist in International Affairs - National Security              | SL    | Stanley R. Sloan <sup>5</sup>    | Same                        | Same  | Vacant    |
| Senior Specialist in Post-Soviet Economics                                  | SL    | John P. Hardt                    | Same                        | Same  | Same      |
| Senior Specialist in International Relations                                | SL    | Robert G. Sutter <sup>6</sup>    | Same                        | Same  | Vacant    |

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<sup>3</sup>Retired 12/03/98.

<sup>4</sup>Detailed to Chief Economics Division from 10/19/98 to 02/13/98.

<sup>5</sup>Retired 04/02/99.

<sup>6</sup>Resigned 05/28/99.

| As of<br>October 1, 1998   |       |                               | As of<br>September 30, 1999  |       |           |
|--|-------|-------------------------------|--|-------|-----------|
| Position   | Grade | Incumbent                     | Position   | Grade | Incumbent |
| Chief, Economics Division and Senior Specialist in Economic Policy                           | SL    | Donald W. Kiefer <sup>7</sup> | Senior Specialist in Economic Policy   | Same  | Vacant    |
| Senior Specialist in American National Government and Public Administration                  | SL    | Stanley Ira Bach              | Same   | Same  | Same      |
| Senior Specialist in Economic Policy   | SL    | Jane G. Gravelle              | Same   | Same  | Same      |
| Senior Specialist in American National Government - Separation of Powers                     | SL    | Louis Fisher                  | Same   | Same  | Same      |
| Senior Specialist in American National Government and Public Administration                  | SL    | Walter J. Oleszek             | Same   | Same  | Same      |
| Senior Specialist in Agricultural Policy   | SL    | Charles E. Hanrahan           | Same   | Same  | Same      |
| Senior Specialist in Science and Technology Policy   | SL    | Richard E. Rowberg            | Same   | Same  | Same      |
| Coordinator of Review and Specialist in Social and Information Sciences                      | SL    | Joan M. Davenport             | Same   | Same  | Same      |
| Coordinator for Policy Implementation and Specialist in American Public Law                  | SL    | Douglas A. Warshof            | Same   | Same  | Same      |
| Assistant Chief, Library Services Division and Specialist in Social and Information Sciences | SL    | Martha Miller Dexter          | Deputy Associate Director Office of Information Resources and Specialist in Social and Information Sciences <sup>1</sup> | Same  | Same      |
| Assistant Chief, American Law Division and Specialist in American Public Law                 | SL    | Ellen M. Lazarus              | Deputy Assistant Director American Law Division and Specialist in American Public Law <sup>1</sup>                       | Same  | Same      |
| Assistant Chief, Economics Division and Specialist in Economics                              | SL    | Roger S. White <sup>8</sup>   | Same   | Same  | Vacant    |

<sup>7</sup>Reassigned to Senior Specialist in Economic Policy 10/01/98. Resigned 09/24/99.

<sup>8</sup>Reassigned to Coordinator Management Studies and Specialist in the Office of the Director 10/01/98.



| As of<br>October 1, 1998  |       |                      | As of<br>September 30, 1999  |       |                              |
|---|-------|----------------------|--|-------|------------------------------|
| Position  | Grade | Incumbent            | Position   | Grade | Incumbent                    |
| Assistant Chief, Education and Public Welfare Division and Specialist in Social Legislation               | SL    | Vacant               | Deputy Assistant Director Domestic and Social Policy Division and Specialist in Social Legislation <sup>1</sup>        | Same  | Same                         |
| Assistant Chief, Foreign Affairs and National Defense Division and Specialist in International Policy     | SL    | Vacant <sup>9</sup>  | Deputy Assistant Director Foreign Affairs and Defense Division and Specialist in International Policy <sup>1</sup>     | Same  | Same                         |
| Assistant Chief, Government Division and Specialist in American National Government                       | SL    | Vacant               | Deputy Assistant Director Government and Finance Division and Specialist in American National Government <sup>1</sup>  | Same  | Same                         |
| Assistant Chief, Congressional Reference Division and Specialist in Social and Information Sciences       | SL    | Vacant <sup>10</sup> | Deputy Assistant Director Information Research Division and Specialist in Social and Information Sciences <sup>1</sup> | Same  | Donna Scheeder               |
| Assistant Chief, Environment and Natural Resources Policy Division and Specialist in Environmental Policy | SL    | John E. Blodgett     | Deputy Assistant Director Resources, Science and Industry Division and Specialist in Environmental Policy <sup>1</sup> | Same  | Same                         |
| Specialist in Economic Policy (Business)  | SL    | Vacant               | Coordinator Management Studies and Specialist  | Same  | Roger S. White <sup>11</sup> |
| Specialist in Information Technology  | SL    | Vacant               | Same   | Same  | Same                         |
| Specialist in American Public Law   | SL    | Morton Rosenberg     | Same   | Same  | Same                         |
| Specialist in American Public Law   | SL    | Vacant               | Same   | Same  | Same                         |

<sup>9</sup>Leneice Wu detailed to this position from 03/20/94 to 10/29/98.

<sup>10</sup>Donna Scheeder was detailed to this position 10/20/97 to 10/14/98. She was promoted to this position 10/25/98.

<sup>11</sup>Reassigned 10/01/98.

| As of<br>October 1, 1998  |       |                               | As of<br>September 30, 1999 |       |           |
|---|-------|-------------------------------|-----------------------------|-------|-----------|
| Position  | Grade | Incumbent                     | Position                    | Grade | Incumbent |
| Specialist in American Public Law                                     | SL    | Paul S. Wallace               | Same                        | Same  | Same      |
| Specialist in American Public Law                                     | SL    | Vacant                        | Same                        | Same  | Same      |
| Coordinator of Division Research and Specialist in Social Legislation | SL    | Sharon L. House <sup>12</sup> | Same                        | Same  | Same      |
| Specialist in Health Policy   | SL    | Janet C. Kline <sup>13</sup>  | Same                        | Same  | Vacant    |
| Specialist in Social Legislation                                      | SL    | Karen Spar                    | Same                        | Same  | Same      |
| Specialist in Income Maintenance                                      | SL    | Vacant                        | Same                        | Same  | Same      |
| Specialist in Education Finance                                       | SL    | Vacant                        | Same                        | Same  | Same      |
| Specialist in Immigration Policy                                      | SL    | Joyce C. Violet               | Same                        | Same  | Same      |
| Specialist in Education Finance                                       | SL    | Wayne C. Riddle               | Same                        | Same  | Same      |
| Specialist in Social Legislation                                      | SL    | David S. Koitz                | Same                        | Same  | Same      |
| Specialist in Income Maintenance                                      | SL    | Velma W. Burke                | Same                        | Same  | Same      |
| Specialist in US Foreign Policy                                       | SL    | Vacant                        | Same                        | Same  | Same      |
| Specialist in Foreign Affairs and National Defense                    | SL    | Richard P. Cronin             | Same                        | Same  | Same      |
| Specialist in National Defense  | SL    | Vacant                        | Same                        | Same  | Same      |
| Coordinator of Division Research and Specialist in National Security  | SL    | Leneice N. Wu                 | Same                        | Same  | Same      |
| Specialist in Industry and Trade                                      | SL    | Dick K. Nanto                 | Same                        | Same  | Same      |
| Specialist in American National Government and Public Administration  | SL    | Ronald C. Moe                 | Same                        | Same  | Same      |

<sup>12</sup>Detailed to Acting Assistant Chief 01/07/96 to 10/23/98.

<sup>13</sup>Detailed to the Office of the Director 07/21/97 to 01/29/99. Retired 01/29/99.



| As of<br>October 1, 1998  |       |                              | As of<br>September 30, 1999 |       |           |
|---|-------|------------------------------|-----------------------------|-------|-----------|
| Position  | Grade | Incumbent                    | Position                    | Grade | Incumbent |
| Specialist in American National Government                                      | SL    | Robert A. Keith              | Same                        | Same  | Same      |
| Specialist in American National Government                                      | SL    | Judith Schneider             | Same                        | Same  | Same      |
| Senior Specialist in Economic Policy  | SL    | Vacant                       | Same                        | Same  | Same      |
| Specialist in Economic Policy   | SL    | F. Jean Wells                | Same                        | Same  | Same      |
| Specialist in Economic Policy   | SL    | Gail E. Makinen              | Same                        | Same  | Same      |
| Coordinator of Division Research and Specialist in American National Government | SL    | Clay H. Wellborn             | Same                        | Same  | Same      |
| Coordinator of Division Research and Specialist in Economic Policy              | SL    | Walter Eubanks <sup>14</sup> | Same                        | Same  | Same      |
| Specialist in Environmental Policy  | SL    | Vacant                       | Same                        | Same  | Same      |
| Specialist in Resources and Environmental Policy                                | SL    | Claudia Copeland             | Same                        | Same  | Same      |
| Specialist in Science and Technology Policy                                     | SL    | Genevieve J. Knezo           | Same                        | Same  | Same      |
| Specialist in Information Technology Policy                                     | SL    | Jane Bortnick Griffith       | Same                        | Same  | Same      |
| Specialist in Life Sciences   | SL    | Vacant                       | Same                        | Same  | Same      |
| Specialist in Environmental Policy  | SL    | James E. McCarthy            | Same                        | Same  | Same      |
| Specialist in Earth Sciences  | SL    | Vacant                       | Same                        | Same  | Same      |
| Specialist in Aerospace and Telecommunications                                  | SL    | Marcia S. Smith              | Same                        | Same  | Same      |

<sup>14</sup>Detailed to Chief Economics Division and Senior Specialist Economic Policy 10/01/98 to 10/18/98. Arlene Wilson was temporarily promoted to this position from 10/25/98 to 02/13/99.

### G. LISTING OF ALL SPECIALIST AND SENIOR SPECIALIST PERSONNEL ACTIONS IN FY 99

**John E. Blodgett** title changed to Deputy Assistant Director Resources, Science and Industry Division and Specialist in Environmental Policy pursuant to CRS Realignment effective 02/14/99.

**William A. Cox** was detailed to Chief Economics Division from 10/19/98 to 02/13/98.

**Martha Miller Dexter** title changed to Deputy Associate Director Office of Information Resources and Specialist in Social and Information Sciences pursuant to CRS Realignment effective 02/14/99.

**Richard C. Ehlke** title changed to Assistant Director American Law Division and Senior Specialist in American Public Law pursuant to CRS Realignment effective 02/14/99.

**Hugh L. Elsbree, Jr.** title changed to Associate Director Office of Policy and Quality Assurance and Senior Specialist in Social and Information Sciences pursuant to CRS Realignment effective 02/14/99.

**Walter Eubanks** was detailed to Chief Economics Division and Senior Specialist Economic Policy 10/01/98 to 10/18/98.

**Susan C. Finsen** title changed to Associate Director Office of Finance and Administration and Senior Specialist in Social and Information Sciences pursuant to CRS Realignment effective 02/14/99.

**Eric Alfred Fischer** name changed to Eric A. Fischer 12/08/98. He was reassigned to Senior Specialist in Science and Technology pursuant to CRS Realignment effective 02/14/99.

**Sharon L. House** was detailed to Acting Assistant Chief 01/07/96 to 10/23/98.

**Donald W. Kiefer** was reassigned to Senior Specialist in Economic Policy 10/01/98. He resigned 09/24/99.

**Janet C. Kline** was detailed to the Office of the Director 07/21/97 to 01/29/99. She retired 01/29/99.

**Michael L. Koempel** title changed to Assistant Director Government and Finance Division and Senior Specialist in American National Government pursuant to CRS Realignment effective 02/14/99.

**Ellen M. Lazarus** title changed to Deputy Assistant Director American Law Division and Specialist in American Public Law pursuant to CRS Realignment effective 02/14/99.

**Lynne K. McCay** title changed to Assistant Director Information Research Division and Senior Specialist in Social and Information Sciences pursuant to CRS Realignment effective 02/14/99.



**John L. Moore** title changed to Assistant Director Resources, Science and Industry Division and Senior Specialist in Environmental Policy pursuant to CRS Realignment effective 02/14/99.

**Charlotte P. Preece** title changed to Assistant Director Foreign Affairs, Defense and Trade Division and Senior Specialist in International Policy pursuant to CRS Realignment effective 02/14/99.

**Kent M. Ronhovde** title changed to Associate Director Office of Research Operations and Senior Specialist in American Public Law pursuant to CRS Realignment effective 02/14/99.

**Dorothy M. Schrader** retired 12/03/98.

**Donna Scheeder** was detailed to Assistant Chief, Congressional Reference Division and Specialist in Social and Information Sciences 10/20/97 to 10/14/98. She was promoted to this position 10/25/98. Her title changed to Deputy Assistant Director Information Research Division and Specialist in Social and Information Sciences pursuant to CRS Realignment effective 02/14/99.

**P. Royal Shipp** title changed to Assistant Director Domestic Social Policy Division and Senior Specialist in Social Legislation pursuant to CRS Realignment effective 02/14/99.

**Stanley R. Sloan** retired 04/02/99.

**Robert G. Sutter** resigned 05/28/99.

**Roger S. White** was reassigned to Coordinator Management Studies and Specialist in the Office of the Director 10/01/98.

**Stephanie Williams** title changed to Associate Director Office of Information Resources Management and Senior Specialist in Social and Information Sciences pursuant to CRS Realignment effective 02/14/99.

**Arlene Wilson** was temporarily promoted to Coordinator of Division Research and Specialist in Economic Policy from 10/25/98 to 02/13/99.

## H. LISTING OF ALL SENIOR LEVEL POSITION CHANGES IN FY1999

| As of<br>October 1, 1998   | Grade | As of<br>September 30, 1999  | Grade |
|--|-------|--|-------|
| Associate Director for Finance and Administration and Senior Specialist in Social and Information Sciences | SL    | Associate Director Office of Finance and Administration and Senior Specialist in Social and Information Sciences       | Same  |
| Chief, Library Services Division and Senior Specialist in Social and Information Sciences                  | SL    | Associate Director Office of Information Resources Management and Senior Specialist in Social and Information Sciences | Same  |
| Associate Director for Policy Compliance and Senior Specialist in Social and Information Sciences          | SL    | Associate Director Office of Policy and Quality Assurance and Senior Specialist in Social and Information Sciences     | Same  |
| Associate Director for Research and Senior Specialist in American Public Law                               | SL    | Associate Director Office of Research Operations and Senior Specialist in American Public Law                          | Same  |
| Senior Specialist in Library and Information Sciences  | SL    | Associate Director Office of Workforce Development and Senior Specialist in Social and Information Sciences            | Same  |
| Chief, American Law Division and Senior Specialist in American Public Law                                  | SL    | Assistant Director American Law Division and Senior Specialist in American Public Law                                  | Same  |
| Chief, Education and Public Welfare Division and Senior Specialist in Social Legislation                   | SL    | Assistant Director Domestic Social Policy Division and Senior Specialist in Social Legislation                         | Same  |
| Chief, Foreign Affairs and National Defense Division and Senior Specialist in International Policy         | SL    | Assistant Director Foreign Affairs, Defense and Trade Division and Senior Specialist in International Policy           | Same  |
| Chief, Government Division and Senior Specialist in American National Government                           | SL    | Assistant Director Government and Finance Division and Senior Specialist in American National Government               | Same  |
| Chief, Congressional Reference Division and Senior Specialist in Social and Information Sciences           | SL    | Assistant Director Information Research Division and Senior Specialist in Social and Information Sciences              | Same  |
| Chief, Environment and Natural Resources Policy Division and Senior Specialist in Environmental Policy     | SL    | Assistant Director Resources, Science and Industry Division and Senior Specialist in Environmental Policy              | Same  |



| As of<br>October 1, 1998  | Grade | As of<br>September 30, 1999   | Grade |
|---|-------|---|-------|
| Chief, Science, Technology and Medicine Division and Senior Specialist in Science and Technology          | SL    | Senior Specialist in Science and Technology   | Same  |
| Chief, Economics Division and Senior Specialist in Economic Policy  | SL    | Senior Specialist in Economic Policy  | Same  |
| Assistant Chief, Library Services Division and Specialist in Social and Information Sciences              | SL    | Deputy Associate Director Office of Information Resources and Specialist in Social and Information Sciences | Same  |
| Assistant Chief, American Law Division and Specialist in American Public Law                              | SL    | Deputy Assistant Director American Law Division and Specialist in American Public Law                       | Same  |
| Assistant Chief, Education and Public Welfare Division and Specialist in Social Legislation               | SL    | Deputy Assistant Director Domestic and Social Policy Division and Specialist in Social Legislation          | Same  |
| Assistant Chief, Foreign Affairs and National Defense Division and Specialist in International Policy     | SL    | Deputy Assistant Director Foreign Affairs and Defense Division and Specialist in International Policy       | Same  |
| Assistant Chief, Government Division and Specialist in American National Government                       | SL    | Deputy Assistant Director Government and Finance Division and Specialist in American National Government    | Same  |
| Assistant Chief, Congressional Reference Division and Specialist in Social and Information Sciences       | SL    | Deputy Assistant Director Information Research Division and Specialist in Social and Information Sciences   | Same  |
| Assistant Chief, Environment and Natural Resources Policy Division and Specialist in Environmental Policy | SL    | Deputy Assistant Director Resources, Science and Industry Division and Specialist in Environmental Policy   | Same  |
| Specialist in Economic Policy (Business)  | SL    | Coordinator Management Studies and Specialist   | Same  |

## I. CRS PRODUCTS PREPARED IN FY99

This bibliography lists CRS reports to Congress, issue briefs, info packs, and video programs first issued or updated during FY1999. The list is arranged first by the four areas of expertise in which the Congressional Research Service provides legislative support to Congress. These areas are: Social and Economic Policy, Law and Government, Foreign Affairs and Defense Policy, and Science, Technology, and Natural Resources. The list is then arranged by the same alphabetical subject headings used in the CRS Update and the Guide to CRS Products within these four areas.

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This is a list of CRS products available for general distribution to congressional offices. It does not include the many CRS products prepared at the specific request of individual Members of Congress, which are not disseminated further without permission of the requesting office.

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- Housing for the Elderly: Legislation in the 106th Congress, by Susan M. Vanhorenbeck. June 22, 1999. 13 p. .... **RL30247**
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- Criminal Background Checks for Day-Care Workers: A Fact Sheet, by Suzanne Cavanagh and David L. Teasley. Updated Dec. 16, 1998. 3 p. .... **98-769 GOV**
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- Sweepstakes and Skill Contests: A Growing Marketing Industry in the United States, by Bernevia M. McCalip. Aug. 4, 1999. 6 p. .... **RS20292**

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- The American with Disabilities Act (ADA): Supreme Court Decisions, by Nancy L. Jones. Updated Sept. 9, 1999. 6 p. .... **RS20246**

- The Americans with Disabilities Act (ADA) in the Supreme Court: Decided and Pending Cases, by Nancy L. Jones. Updated May 27, 1999. 5 p. .... **RS20053**
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- Developmental Disabilities Act: 106th Congress Legislation, by Paul J. Graney. May 13, 1999. 6 p. .... **RS20194**
- Developmental Disabilities Programs: Background and Funding, by Carol V. O'Shaughnessy and Alice D. Butler. Updated Nov. 16, 1998. 2 p. .... **95-1011 EPW**
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- The Individuals with Disabilities Education Act: Department of Education Final Regulations, by Nancy L. Jones and Richard N. Apling. Updated Mar. 23, 1999. 13 p. .... **RL30103**
- Individuals with Disabilities Education Act: Discipline Provisions In P.L. 105-17, by Nancy L. Jones. Updated Apr. 19, 1999. 10 p. .... **98-42 A**
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- Technology Assistance for People with Disabilities: Summary of P.L. 100-407 and P.L. 103-128, by Bernice S. Reyes-Akinbileje. Updated Jan. 22, 1999. 9 p. .... **98-404 STM**
- Vocational Rehabilitation Programs for SSI and SSDI Recipients: A Fact Sheet, by Rachel Kelly. July 30, 1999. 2 p. .... **RS20285**
- Work Incentives for Disabled Beneficiaries: Comparison of Bills in the 106th Congress, by Carmen D. Solomon-Fears, Carol V. O'Shaughnessy, and Celinda M. Franco. Updated July 2, 1999. 25 p. .... **RL30189**



- The Work Incentives Improvement Act of 1999 (S. 331) for Disabled Beneficiaries: Summary and Analysis, by Carmen D. Solomon-Fears, Carol V. O'Shaughnessy, and Celinda M. Franco. Mar. 19, 1999. 36 p. ... **RL30097**

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- The Consumer Price Index: Recent Improvements, and What's New for 1999, by Brian W. Cashell. Jan. 15, 1999. 7 p. .... **RL30019**
- The Consumer Price Index: A Brief Overview, by Brian W. Cashell. Updated Feb. 19, 1999. 13 p. .... **RL30074**
- Current Economic Conditions and Selected Forecasts, by Gail E. Makinen. Updated Sept. 3, 1999. 13 p. .... **96-963 E**
- The Distribution of Household Wealth in the United States, by Brian W. Cashell. Sept. 30, 1999. 8 p. .... **RL30327**
- The Economic Expansion of the 1990s: How Does It Compare with the Past? by Rebecca Goldsmith and Gail E. Makinen. Sept. 7, 1999. 37 p. .... **RL30303**
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